No. 734.

GILBERT AND ELLICE ISLANDS PROTECTORATE.

REPORT FOR 1910.

Presented to both Houses of Parliament by Command of His Majesty.

October, 1912.

LONDON:
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No. 734.

GILBERT AND ELLICE ISLANDS PROTECTORATE.

THE ACTING HIGH COMMISSIONER TO THE SECRETARY OF STATE.

Office of the High Commissioner for the
Western Pacific, Suva, Fiji,
24th July, 1912.

SIR,

I HAVE the honour to forward herewith a report on the Gilbert and Ellice Islands Protectorate for the year 1910 which has been drawn up by the Resident Commissioner.

I have, &c.,

CHARLES MAJOR.

The Right Honourable
Lewis Harcourt, M.P.,
Secretary of State for the Colonies.

(26489—2.) Wt. 29178—571. 1125 & 90. 10/12. D & S.

Resident Commissioner's Office,
Ocean Island, 30th May, 1912.

SIR,

I HAVE the honour to forward my Annual Report on the Gilbert and Ellice Islands Protectorates for the year 1910.

REPORT.

FINANCIAL.

1. The revenue of the Gilbert and Ellice Islands Protectorates for the year ending 31st December, 1910, amounted to £14,076 12*s.* 5*d.*, being an increase of £10,372 11*s.* 6*d.* as compared with the previous financial year.

The principal increases were under the heads of:—Taxes, royalty on phosphates, Customs, &c., &c. Subjoined are comparative statements of revenue and expenditure for the years 1909 and 1910.

REVENUE.

—	1909.	1910.	Decrease.	Increase.
	£ *s.* *d*	£ *s.* *d.*	£ *s.* *d.*	£ *s.* *d.*
Customs	744 16 5	1,154 5 9	—	409 9 4
Native Taxes ...	787 0 0	4,166 4 1	—	3,379 4 1
Licences. &c.... ...	1,710 16 0	2,457 3 0	—	746 7 0
Fees of Court ...	—	710 12 10	—	710 12 10
Post Office	—	—	—	—
Royalty on phosphate	—	5,358 9 6	—	5,358 9 6
Interest	—	24 4 5	—	24 4 5
Miscellaneous ...	461 8 6	205 12 10	255 15 8	—
	3,704 0 11	14,076 12 5	255 15 8	10,628 7 2

EXPENDITURE.

Head.	1909. £ *s.* *d.*	1910. £ *s.* *d.*
Resident Commissioner's Department		1,443 0 3
District Administration ...		2,055 0 9
Police and Prisons		2,025 9 3
Medical Department		1,178 13 9
Transport		4,785 5 7
Postal Department		49 4 10
Miscellaneous		340 11 8
Public Works Annually Recurrent		216 14 2
Public Works Extraordinary		262 13 7
Island Administration ...		—
	£21,009 16 8	£12,356 13 10

The actual state of the Gilbert and Ellice finances on the 31st of December, 1910, is shown in the following tables of assets and liabilities:—

Assets.	£	s.	d.	Liabilities.	£	s.	d.
Cash in hand ...	2,053	18	0	Deposits	£24,421	2	1
Cash at Bank ...	2,057	8	0				
Fixed Deposits ...	1,000	0	0				
Advances	793	7	4				
Famine Relief ...	459	16	8				
Investments	1,492	2	1				
High Commissioner's Account	10,598	7	2				
Excess of Liabilities over Assets ...	5,966	2	10				
	£24,421	2	1		£24,421	2	1

The excess of liabilities was caused through the purchase of the s.s. "Tokelau" and the erection of several residences for Government officials in the year 1909, the excess for that year being £8,092 17*s.* 11*d.*; so during the year 1910 our liability was reduced by £2,026 15*s.* 1*d.*

TRADE.

2. The trade of the Gilberts was very much affected during the year by the prevailing drought, which reduced the export of copra to a very considerable degree. The drought was felt, more or less, on all the Gilbert Islands and on the three Northern Ellice Islands, and consequently these islands made no progress during the year, owing to almost the entire energies of the native officials and people being concentrated in combating the famine, but at the same time there has been very little retrogression, the upkeep of hospitals, and the necessary public works annually recurrent, such as upkeep of roads and native Government buildings, not having been entirely neglected.

Rice to the value of about £300 was distributed amongst those in need on the seven Southern Gilbert Islands, and on these islands all taxes were remitted for the year. On the Island of Tabiteuea a large number of coconuts were distributed in addition to the rice; these were purchased at the commencement of the drought and distributed later.

The export of phosphate of lime from Ocean Island was 166,695 tons as against 119,425 tons in 1909.

MEDICAL.

3. The dysentery epidemic, which was the cause of a very heavy death-rate in 1908 and 1909, terminated in the early part of the year.

At Ocean Island, and in all islands of the Protectorate, the hospitals and sanitary conditions have been much improved.

A start was made with the Medical School in April, the first pupils being two Fijians and an Ellice Islander.

LEGISLATION.

4. The High Commissioner issued five "King's Regulations" during the year, dealing with these Protectorates.

The most important was a Regulation dealing with the prevention of the introduction of communicable disease.

GENERAL.

5. The population of the Protectorates is approximately 30,000, of which 150 are Europeans and 50 Asiatics.

The natives are all employed at their own homes, copra making, fishing, &c., with the exception of about 700 employed by the Pacific Phosphate Company at Ocean Island and 100 working for the owners of Fanning Island.

The rainfall at Ocean Island amounted to 29 inches as against 19 inches in 1909.

The islands were quiet during the year, with the exception of a few quarrels, mostly caused by drinking sour toddy (the fermented juice of the coconut).

I have, &c.,

JNO. QUAYLE DICKSON,
Resident Commissioner.

His Excellency the
High Commissioner for the Western Pacific,
Fiji.

COLONIAL REPORTS, &c.

The following recent reports, &c., relating to His Majesty's Colonial Possessions have been issued, and may be obtained from the sources indicated on the title page :—

ANNUAL.

No.	Colony, &c.	Year.
705	East Africa Protectorate	1910–1911
706	British Honduras	1910
707	Tongan Islands Protectorate	„
708	Uganda	1910–1911
709	Straits Settlements...	1910
710	Basutoland	1910–1911
711	Leeward Islands	„
712	St. Vincent	„
713	St. Lucia	1910
714	St. Helena	1911
715	Weihaiwei	„
716	Ceylon	1910–1911
717	Gibraltar	1911
718	Gambia	„
719	Ashanti	„
720	Falkland Islands	„
721	Seychelles	„
722	Northern Territories of the Gold Coast	„
723	Hong Kong...	„
724	Sierra Leone	„
725	Gold Coast	„
726	Turks and Caicos Islands	„
727	Fiji	„
728	Bechuanaland Protectorate	1911–1912
729	Basutoland	„
730	Colonial Survey Committee	„
731	Malta	„
732	Nyasaland	„
733	British Honduras	1911

MISCELLANEOUS.

No.	Colony, &c.	Subject.
72	Fiji	Hurricane, 1910.
73	Jamaica	Cayman Islands.
74	Ceylon	Mineral Survey, 1906–7 and 1907–8.
75	West Indies...	Imperial Department of Agriculture.
76	Southern Nigeria	Mineral Survey, 1907–8.
77	St. Vincent	Roads and Land Settlement Fund.
78	Weihaiwei	Census, 1911.
79	Northern Nigeria	Mineral Survey, 1907–8 and 1908–9.
80	Nyasaland	Mineral Survey, 1908–9.
81	Southern Nigeria	Mineral Survey, 1908–9.
82	Imperial Institute	Rubber and Gutta-percha.
83	Southern Nigeria	Mineral Survey, 1910.

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COLONIAL REPORTS—ANNUAL.

No. 753.

GILBERT AND ELLICE ISLANDS PROTECTORATE.

REPORT FOR 1911.

(For Report for 1910, *see* No. 734.)

Presented to both Houses of Parliament by Command of His Majesty.
March, 1913.

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No. 753.

GILBERT AND ELLICE ISLANDS PROTECTORATE.

THE HIGH COMMISSIONER TO THE SECRETARY OF STATE.

Office of the High Commissioner for the
Western Pacific, Suva, Fiji,
12th December, 1912.

SIR,

I HAVE the honour to refer you to the enclosed copy of a letter from Captain Quayle Dickson, in which he stated that he had sent to you a copy of his report on the Gilbert and Ellice Islands Protectorate for the year 1911.

I have, &c.,

BICKHAM ESCOTT,
High Commissioner.

The Right Honourable
The Secretary of State for the Colonies.

GILBERT AND ELLICE ISLANDS PROTECTORATES.

Resident Commissioner's Office,
Ocean Island,
8th August, 1912.

SIR,

I HAVE the honour to forward herewith my report on the Gilbert and Ellice Islands Protectorate for the year 1911, a copy of which has been forwarded to the Right Honourable the Secretary of State for the Colonies.

I have, &c.,

JNO. QUAYLE DICKSON,
Resident Commissioner.

His Excellency
The High Commissioner
for the Western Pacific,
Suva, Fiji.

(28658—2.) Wt. 35104—688. 1125 & 90. 4/13. D & S. A 2

REPORT FOR THE GILBERT AND ELLICE ISLANDS PROTECTORATE FOR THE YEAR 1911.

FINANCE.

The revenue of these Protectorates for the year ending 1911 amounted to £21,331 5*s*., being an increase of £7,367 19*s*. 6*d*., as compared with the previous financial year.

The principal increases were under the heads of Customs, Licences, Post Office, Miscellaneous.

Subjoined are comparative statements of revenue and expenditure for the years 1910 and 1911.

Revenue.

—	1910.	1911.	Increase.	Decrease.
	£ *s*. *d*.	£ *s*. *d*.	£ *s*. *d*.	£ *s*. *d*.
Customs	1,160 12 11	2,233 2 11	1,072 10 0	—
Native Taxes* ...	4,163 4 1	3,120 7 5	—	1,042 16 8
Licences	2,552 4 0	4,103 17 6	1,551 13 6	—
Fees, Court... ...	621 4 8	358 3 3	—	263 1 5
Post, Office	—	1,674 19 3	1,674 19 3	—
Phosphate	5,358 9 6	3,701 13 6	—	1,656 16 0
Interest	31 9 2	51 6 9	19 17 7	—
Miscellaneous ...	76 1 2	6,087 14 5	6,011 13 3	—
Tota. ...	13,963 5 6	21,331 5 0	10,330 13 7	2,962 14 1

Expenditure.

—	1910.	1911.	Increase.	Decrease.
	£ *s*. *d*.	£ *s*. *d*.	£ *s*. *d*.	£ *s*. *d*.
Resident Commissioner's Department.	1,511 2 5	2,049 13 6	537 11 1	--
District Administration.	1,623 5 11	1,396 10 2	—	226 15 9
Police	1,683 3 8	2,044 1 8	360 18 0	—
Medical	1,183 5 0	1,383 12 4	200 7 4	—
Transport	5,464 6 10	5,765 9 7	301 2 9	—
Postal	37 16 10	397 2 1	359 5 3	—
Miscellaneous ...	321 15 6	4,465 5 6	4,143 10 0	—
Public Works, Annually Recurrent.	125 2 11	143 9 7	18 6 8	—
Public Works, Extraordinary.	341 6 7	321 5 1	—	20 1 6
Total ...	12,291 5 8	17,965 9 6	5,921 1 1	246 17 3

The actual state of the Protectorate on the 31st December, 1911, is shown in the following table of assets and liabilities:—

* The apparent decrease in Native Taxes is due to the fact that the receipts for 1910 included arrears due in 1909.

Assets.	£	s.	d.
Cash in hand ...	38	1	0
Cash in bank ...	5,677	15	1
Advances ...	732	8	10
Fixed deposits ...	2,000	0	0
Investments ...	1,543	13	4
Remittances ...	334	5	8
Cash with High Commissioner	11,580	5	1
Famine relief ...	786	4	3
Crown Agents ...	190	18	0
Suspense... ...	69	18	9
Excess of liabilities	2,555	7	0
	25,508	17	0

Liabilities.	£	s.	d.
Island funds ...	22,626	3	2
European estates	2,395	18	10
Native estates ...	197	5	3
Native deposits ...	261	15	9
Native remittances	27	14	0
	25,508	17	0

EXPORTS.

The principal and practically the only exports from these Protectorates are phosphate of lime and copra, the amounts and values being:—

—	1910.	Value.	1911.	Value.
	Tons.	£	Tons.	£
Phosphates	166,695	250,000	142,163	213,250
Copra	3,000	30,000	2,070	20,700

For 1910 the figures of the amount of copra are approximate, but the amount is under-estimated rather than over-estimated, the falling off in 1911 being due to a long-continued drought which terminated in 1910, having lasted two years.

ADMINISTRATION.

(a) *Ocean Island.*—The year 1911 was a most unfortunate one as regards the health of several of the white staff.

Extra work was also incurred by all officers by the strike of the Pacific Phosphate Company's Gilbert and Ellice Island labourers.

(b) *Butaritari District.*—Butaritari being an important port of entry for Customs purposes, a white official has always to be in residence there; this officer has also charge of the island of Little Makin. This district has greatly improved. At Butaritari law and order now reigns where previously drunken revelry took place on almost every occasion of ships meeting at this port.

A small coconut plantation has been planted as a pattern, and it is pleasing to see that already some of the landowners are copying the system and planting with some method.

The roads and the native hospitals on Butaritari and Little Makin are in first-class order and repair. New Government buildings (native) are in the course of erection on Butaritari; those on Little Makin are well kept.

(c) *The Tarawa District* has been administered by the same officer who has had charge of the Beru District for a portion of the year, and although no officer could have worked harder or more conscientiously, the district did not receive the attention that was necessary, but this was unavoidable.

(d) *The Abemama District* has for many years been capably administered by the same officer, who has held the appointment for several years. This officer had also charge of the Beru District for a portion of the year, but when the famine was most keenly felt the work of the two districts was too much for one officer, and the supervision of the Beru District was transferred to the acting magistrate at Tarawa.

(e) No progress was made in the *Abemama* or *Beru Districts*, all energies being devoted to combating and relieving the distress, which was most successfully supervised, and every praise is due to the white officers and the many loyal native officials for the careful issuing of the rice rations to those in need, and for the general supervision and administration under the very trying circumstances.

A few repairs of the damage done by the westerly winds and heavy rains at the termination of the drought were completed or in hand during the latter portion of the year.

(f) *The Ellice Islands* have made the greatest progress. The district magistrate has done excellent work; the rebuilding of the villages and the systematic cleaning of bush away from the vicinity has done much to retard the heavy mortality which was so noticeable in 1908. Luckily this district was practically free from drought, and the magistrate was able to spend the whole of his energies to the advancement of the natives. This was the only officer in the Gilberts and Ellice who was not detailed for other work besides his own.

(g) *The Union Group.*—On this date (8th of August, 1912) I have not yet received for this district any report for the year. Only very few letters have been received from the district magistrate, so I can say very little about the district. I had intended visiting the group during the year, but, having received instructions not to leave Ocean Island pending the settlement of certain important matters, I was unable to do so.

THE MEDICAL DEPARTMENT.

The Medical Department was heavily handicapped. The senior officer obtained a year's leave on account of ill-health at the end of 1910, and the only other medical officer, who had only lately arrived, and with no experience of local conditions or require-

ments, was left to supervise all island hospitals, supply medicines throughout the group, keep up the main hospital at Tarawa, and train the medical students at the school at Tarawa.

The medical school for students and the cases requiring operations, alone, made it impossible for him to leave Tarawa for more than a few days at a time; an inspection of island hospitals throughout the group was out of the question.

The death rate compared with birth rate is as follows: —

Island.	Population.	Births.	Deaths.	Increase.	Decrease.
Banaba	486	32	23	9	—
Butaritari ...	1,312	44	24	20	—
Makin		Returns not yet received.			
Tarawa	2,746	69	80	—	11
Abaiañ	2,415	99	60	39	—
Marakei	1,434	54	53	1	—
Maiana	1,485	39	36	3	—
Abemama ...	794	19	31	—	12
Kuria	172	4	2	2	—
Ananauka ...	—	4	9	—	5
Nonouti	2,558	62	110	—	48
Tabiteuea ...	4,028	91	87	4	—
Beru	2,211	57	59	—	2
Nikinau	1,715	35	30	5	—
Onotoa	1,585	66	52	14	—
Tamana	891	39	31	8	—
Arorae	1,155	56	73	—	17
Nanomea... ...	666	37	19	18	—
Nanomaga ...	329	26	15	11	—
Nui	309	9	19	—	10
Nuitao	568	26	19	7	—
Viatupu	475	26	12	14	—
Nukufetau ...	315	13	12	1	—
Funafuti... ...	224	8	15	—	7
Nukuleilei ...	182	5	2	3	—
Unions	No records received from these islands.				

Every effort is being made to improve this unsatisfactory state. The medicines supplied to the islands for the year amounted to, roughly, £400, but I am of opinion that nearly double this amount could be used without waste or deterioration.

THE DROUGHT.

The drought terminated this year, the rainfall at Ocean Island being 118 inches 89 points. No complete record exists of the rain fallen in the group, but from all reports the rainfall has been abnormal, and the islands will again show a great improvement.

Marakei and the Ellice Islands, from Nui south, were not affected by the drought.

Butaritari, Makin, Nanomea, and Nanomaga were slightly affected.

Portions of Beru, Tabiteuea and Nikunau were seriously affected.

The other portions of Beru, Tabiteuea and Nikunau, and the islands of Nonouti, Tamana, Onota, and Arorae were very seriously affected.

The copra exports in 1909 were, roughly, 3,791 tons.
in 1910 ,, ,, 3,046 ,,
in 1911 ,, ,, 2,070 ,,

Native taxes were partly remitted on the islands of Abaiañ, Tarawa, Abemama, and Ananuka, and entirely remitted on Tabiteuea, Nonouti, Beru, Nikinau, Onotoa, Tamana, and Arorae.

THE CENSUS.

The census of the inhabitants of the Protectorate was taken during the year.

The following are the returns:—

Islands.	Europeans.	Natives.	Asiatics.	Totals.
Ocean Island	111	1,284	226	1,621
Gilberts (16)	84	25,133	25	25,242
Ellice (9)	4	3,084	1	3,089
Unions (3)	2	912	—	914
On board ships (7)	96	110	49	255
Totals	297	30,523	301	31,121

Of the 1,284 natives on Ocean Island, 486 were Banaban natives, the remainder being natives from other islands either employed by the Pacific Phosphate Company as labourers, pupils of the Bingham Institute, or police and prisoners.

POST OFFICE.

A postal system was inaugurated on the 1st of January, and it is pleasing to note how the natives have taken advantage of the same, and how quickly they have grasped what is required of them. The number of letters received at Ocean Island alone, excluding official and registered, numbered 11,655 during the year, and 13,816 were despatched.

TRANSPORT.

The Government steamer "Tokelau," though most unsuitable for her work of deep-sea voyage, having been built for the Australian coastal trade, has been used by me and my officers for

DISTANCE CHART OF THE GILBERT, ELLICE, AND UNION GROUPS,

AND OTHER PACIFIC ISLANDS, &c., ISSUED BY THE GILBERT AND ELLICE ISLANDS PROTECTORATES, WESTERN PACIFIC.

Ocean Is.	Ocean Is.																																					
Lit. Makin.	322	Lit. Makin.																																				
Butaritari.	305	30	Butaritari.																																			
Marakei.	281	80	74	Marakei.																																		
Abaiañ.	262	103	92	34	Abaiañ.																																	
Tarawa.	245	119	108	51	32	Tarawa.																																
Maiana.	232	137	126	62	52	28	Maiana.																															
Kuria.	238	190	183	112	108	84	62	Kuria.																														
Aranuka.	248	196	190	117	111	91	69	13	Aranuka.																													
Abemama.	271	193	187	112	112	95	74	35	28	Abemama.																												
Nonouti.	294	264	281	184	183	166	142	85	74	86	Nonouti.																											
Tabiteuea.	309	289	283	215	207	200	175	118	110	119	52	Tabiteuea.																										
Beru.	386	336	330	260	265	252	230	183	169	170	120	87	Beru.																									
Onotoa.	359	346	340	270	270	255	233	182	168	176	113	68	42	Onotoa.																								
Nukunau.	415	349	343	270	283	272	251	206	193	191	147	120	36	68	Nukunau.																							
Tamana.	391	393	386	320	319	304	282	223	213	221	160	110	69	54	81	Tamana.																						
Arorae.	448	432	426	352	358	344	322	270	258	254	204	160	94	100	85	60	Arorae.																					
Nanomea.	489	572	567	496	492	470	434	391	383	391	330	283	263	233	266	189	189	Nanomea.																				
Nanomañia.	520	612	607	536	532	510	474	431	423	431	370	321	303	270	302	227	222	40	Nanomañia.																			
Nuitao.	561	623	619	545	545	525	500	449	440	450	382	334	296	280	292	230	210	77	63	Nuitao.																	
Nui.	596	682	677	606	603	585	562	505	497	505	440	395	362	343	361	293	278	114	76	72	Nui.																
Vaitupu.	675	623	735	658	660	647	624	563	555	560	495	450	405	392	396	240	310	188	160	117	93	Vaitupu.															
Nukufetau.	689	756	751	682	680	671	650	588	580	588	523	475	435	420	419	360	334	197	164	132	90	35	Nukufetau.														
Funafuti.	737	815	810	736	734	714	691	638	630	634	567	524	479	466	470	412	382	260	220	188	151	74	64	Funafuti.													
Nukulaelae.	798	870	864	790	794	781	751	698	690	694	627	584	539	526	530	472	442	317	281	248	208	134	120	70	Nukulaelae.												
Nurakita.	840	930	925	851	860	832	819	762	753	758	700	648	615	588	620	536	510	367	328	308	253	204	180	138	85	Nurakita.											
Atafu.	1170	1138	1132	1063	1076	1066	1043	1000	988	985	940	904	820	830	796	785	731	701	682	626	620	528	550	510	465	496	Atafu.										
Nukunono.	1216	1195	1186	1117	1130	1120	1097	1054	1042	1039	994	958	874	884	850	839	785	756	737	676	670	578	590	548	496	527	54	Nukunono.									
Fakaofu.	1252	1230	1221	1152	1165	1158	1135	1092	1080	1077	1032	996	912	922	888	877	823	796	772	712	705	613	626	579	534	564	92	38	Fakaofu.								
Swain's Is.	1304	1282	1280	1217	1228	1217	1193	1146	1134	1130	1085	1051	969	976	946	928	878	825	800	750	732	642	648	604	549	565	171	121	100	Swain's Is.							
Rotumah.	828	977	971	900	897	875	846	794	795	800	737	692	672	644	673	600	586	413	374	383	315	317	285	276	253	181	660	683	714	700	Rotumah.						
Apia.	1352	1380	1374	1301	1310	1294	1280	1207	1206	1212	1154	1120	1045	1042	1028	997	953	866	836	793	763	680	670	633	563	550	313	282	268	170	667	Apia, Samoa.					
Suva, Fiji.	1214	1393	1384	1300	1298	1290	1262	1210	1210	1216	1156	1110	1095	1066	1098	1026	1017	836	798	810	739	735	694	651	592	508	792	793	806	747	424	637	Suva, Fiji.				
Auckland.	2180	2414	2404	2336	2328	2304	2283	2230	2225	2241	2181	2139	2130	2099	2137	2060	2057	1875	1835	1850	1780	1772	1737	1722	1686	1599	1830	1816	1814	1868	1467	1720	1140	Auckland.		
Tulagi.	780	1100	1080	1062	1043	1021	1009	1000	1008	1033	1026	1022	1086	1050	1116	1058	1110	1002	1019	1058	1026	1120	1108	1150	1197	1159	1636	1675	1712	1721	1028	1695	1214	1880	Tulagi, Solomons.	
Sydney.	2236	2560	2541	2500	2476	2443	2425	2397	2397	2420	2383	2363	2403	2365	2425	2353	2400	2227	2198	2236	2170	2207	2170	2176	2160	2084	2512	2521	2535	2477	1910	2355	1743	1280	1595	Sydney.
Fanning Is.	1880	1660	1670	1637	1667	1673	1662	1650	1631	1621	1628	1590	1521	1545	1482	1548	1480	1570	1575	1515	1552	1477	1504	1486	1470	1532	1081	1074	1062	1132	1710	1287	1868	2839	2584	3593	Fanning Is.

28658

visiting the islands to a greater extent than the previous year, as the following statement will show:—

	Year.	
	1910.	1911.
Number of voyages ...	19	24
Distances	15,834 miles	23,719 miles
Average speed knots ...	6·01	6·76
Coal consumption	612 tons	686 tons
Number of passengers ...	662	581

Some idea of the isolated position of the various islands can be gathered from the attached table showing the distances between the various islands and groups.

I have, &c.,

JNO. QUAYLE DICKSON,
Resident Commissioner.

Ocean Island.
8th of August, 1912

COLONIAL REPORTS, &c.

The following recent reports, &c., relating to His Majesty's Colonial Possessions have been issued, and may be obtained from the sources indicated on the title page :—

ANNUAL.

No.	Colony, &c.	Year.
723	Hong Kong	1911
724	Sierra Leone	„
725	Gold Coast	„
726	Turks and Caicos Islands	„
727	Fiji	„
728	Bechuanaland Protectorate	1911–1912
729	Basutoland	„
730	Colonial Survey Committee	„
731	Malta	„
732	Nyasaland	„
733	British Honduras	1911
734	Gilbert and Ellice Islands...	1910
735	Southern Nigeria	1911
736	Somaliland	1911–1912
737	Imperial Institute	1911
738	Northern Nigeria	„
739	Jamaica	1911–1912
740	Swaziland	„
741	Bahamas	„
742	Grenada	1911
743	Uganda	1911–1912
744	Mauritius	1911
745	Trinidad and Tobago	1911–1912
746	British Guiana	„
747	St. Vincent	„
748	Barbados	„
749	Leeward Islands	„
750	Straits Settlements...	1911
751	East Africa Protectorate	1911–1912
752	St. Lucia	„

MISCELLANEOUS.

No.	Colony, &c.	Subject.
72	Fiji	Hurricane, 1910.
73	Jamaica	Cayman Islands.
74	Ceylon	Mineral Surveys, 1906–7 and 1907–8.
75	West Indies	Imperial Department of Agriculture.
76	Southern Nigeria	Mineral Survey, 1907–8.
77	St. Vincent	Roads and Land Settlement Fund.
78	Weihaiwei	Census, 1911.
79	Northern Nigeria	Mineral Survey, 1907–8 and 1908–9.
80	Nyasaland	Mineral Survey, 1908–9.
81	Southern Nigeria	Mineral Survey, 1908–9.
82	Imperial Institute	Rubber and Gutta-percha.
83	Southern Nigeria	Mineral Survey, 1910.
84	West Indies	Preservation of Ancient Monuments.

No. 842.

GILBERT AND ELLICE ISLANDS PROTECTORATE.

REPORT FOR 1912-1914.

(For Report for 1911 see No. 753.)

Presented to both Houses of Parliament by Command of His Majesty.
June, 1915.

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No. 842.

GILBERT AND ELLICE ISLANDS PROTECTORATE.

THE HIGH COMMISSIONER TO THE SECRETARY OF STATE.

Office of the High Commissioner for the Western Pacific,
Suva, Fiji,
22nd April, 1915.

SIR,

I have the honour to forward a letter from the Resident Commissioner of the Gilbert and Ellice Islands, enclosing an interesting report on the Protectorate for the years 1913–14.

2. Mr. Eliot has not given the estimated value of exports under Head II, "Trade, Agriculture, etc.," nor has he furnished any details in regard to imports. If the figures in the report for 1911 can be relied on, and unless there have been great varieties in the declared values of copra and phosphates, the following may be accepted as being the approximate value of exports for the years 1910, 1911, 1912–13, and 1913–14:—

	1910.		1911.	
	Tons.	Value.	Tons.	Value.
Copra	3,000	£30,000	2,070	£20,700
Phosphates ..	166,695	£250,000	142,163	£213,250
	1912–13.		1913–14.	
	Tons.	Value.	Tons.	Value.
Copra	3,500	£35,000	4,500	£45,000
Phosphates ..	188,763	£283,000	203,433	£305,000

I have the honour to be,
Sir,
Your most obedient, humble servant,

BICKHAM ESCOTT,
High Commissioner.

The Right Honourable
The Secretary of State for the Colonies.

Office of the Resident Commissioner,
Ocean Island,
19th February, 1915.

SIR,

I HAVE the honour to forward herewith my Report on the Gilbert and Ellice Islands Protectorate for the year 1913–14, with which

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are incorporated statistics for 1912–13, copies of which have been forwarded to the Right Honourable the Secretary of State for the Colonies.

2. The last Report published was that for the year 1911 (Colonial Reports Annual No. 753). It has now been found expedient to embody the period included in the financial year, 1st July to 30th June.

I have the honour to be,
Sir,
Your most obedient servant,
E. C. ELIOT,
Resident Commissioner.

His Excellency,
The High Commissioner
for the Western Pacific,
Suva, Fiji.

ANNUAL REPORT, 1913–1914, IN WHICH ARE INCORPORATED STATISTICS FOR 1912–1913.

I.—FINANCIAL.

The revenue of the Protectorate for the year ended 30th June, 1914, amounted to £42,791 6*s.* 8*d.*, being an increase of £12,518 10*s.* 0*d.* compared with the similar period of 1912–1913.

The principal increases were under the heads: VI.—Royalty on Phosphate; VII.—Interest; and IX.—Island Reserve Funds transferred to Revenue.

The total expenditure for the same period amounted to £21,615 1*s.* 6*d.*, being an increase of £3,622 16s. 8d. compared with the previous year. This increase of expenditure is accounted for as follows:—

II.—Resident Commissioner's Department; III.—District Administration; IV.—Police and Prisons; V.—Medical Department; XI.—Public Works Extraordinary; XII.—Island Administration; XIII.—Public Works Extraordinary, Special Island Expenditure.

The total revenue and expenditure for the last four years is given below.

	£	s.	d.
1910–11 Revenue	13,963	5	6
„ Expenditure	12,291	5	8
1911–12 Revenue	21,331	5	0
„ Expenditure	17,965	9	0
1912–13 Revenue	30,272	16	8
„ Expenditure	17,952	4	10
1913–14 Revenue	42,791	6	8
„ Expenditure	21,615	1	6

Comparative Statements of Revenue and Expenditure for the years 1912–13 and 1913–14.

Revenue.

Heads of Expenditure.	1912–13.			1913–14.			Increase.			Decrease.		
	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
Customs	4,077	3	4	3,229	1	0				848	2	3
Native Taxes	13,724	1	3	9,856	3	4				3,867	17	11
Licences, &c.	4,549	9	6	4,481	7	4				68	2	2
Fees of Court	456	10	6	336	9	8				120	0	10
Post Office	2,171	13	5	938	13	3				1,233	0	2
Royalty on Phosphate	4,423	15	0	5,503	18	6	1,080	3	6			
Interest	834	8	4	1,134	18	10	300	10	6			
Miscellaneous	35	15	4	146	9	0	110	13	8			
Island Reserve Funds transferred to Revenue				17,164	5	9	17,164	5	9			
Total	30,272	16	8	42,791	6	8	18,655	13	5	6,137	3	4
Increase							12,518	10	0			

Expenditure.

Heads of Expenditure.	1912–13.	1913–14.	Increase.	Decrease.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
High Commissioner's Department ..	553 13 4	823 1 1	269 7 9	
Resident Commissioner's Department ..	1,451 11 6	1,931 18 7	480 7 1	
District Administration	1,924 3 5	2,737 10 6	813 7 1	
Police, Prisons	2,487 9 10	3,059 1 3	571 11 5	
Medical	1,872 6 0	2,189 17 10	317 11 10	
Transport	3,583 14 4	2,657 6 4		926 8 0
Post Office	505 2 1	549 12 7	44 10 6	
Audit	35 5 0	178 5 9	143 0 9	
Miscellaneous	917 3 8	707 13 8		209 10 0
Public Works Annually Recurrent ..	684 4 2	570 18 5		113 5 9
Public Works Extraordinary	838 17 6	1,692 14 11	853 17 5	
Island Administration	3,098 14 0	3,724 10 0	625 16 0	
Public Works Extraordinary (Special Island Expenditure)		792 10 7	792 10 7	
Total	17,952 4 10	21,615 1 6	4,912 0 5	1,249 3 9
Increase			3,662 16 8	

Statement of assets and liabilities for years ending 30th June, 1913, and 30th June, 1914 :—

1913.	Assets. £ s. d.	Liabilities. £ s. d.
Cash in hand and bank ..	4,877 18 4	
Cash in transit	500 0 0	
Advances	79 17 7	
Suspense		5 0
Deposits		19,004 4 9
Unallocated Stores ..	15 19 2	
Investments :—		
Fixed Deposits ..	2,000 0 0	
Crown Agents ..	28,349 10 7	
Excess of Assets over Liabilities		16,818 15 11
	£35,823 5 8	£35,823 5 8

1914.	Assets. £ s. d.	Liabilities. £ s. d.
Cash in hand and bank and sub-accountants ..	12,899 0 7	
Investments :—		
Fixed Deposits	2,000 0 0	
Crown Agents ..	28,878 6 5	
Deposits		6,120 19 2
Advances	303 12 7	
Suspense Account	35 0 8	
Excess of Assets over Liabilities		37,995 1 1
	£44,116 0 3	£44,116 0 3

Taxation.

The taxation of the Protectorate is as follows :—Import duties are imposed on beer, perfumery, spirits, wines, tobacco, and kerosene.

Native taxes are assessed on land ownership and are collected in copra, each island contributing according to its wealth and population. In times of drought land taxes are reduced or remitted .

Licences are imposed on trading stations, trading vessels and boats, dogs, and firearms.

The Pacific Phosphate Company at Ocean Island pay royalty per ton on phosphate shipped.

II.—TRADE, AGRICULTURE, &c.

The only exports worth recording are copra and phosphate of lime, the latter from Ocean Island alone. These exports for the last four years have been approximately as follows :—

	1910.	1911.	1912–13.	1913–14.
	Tons.	Tons.	Tons.	Tons.
Copra ..	3,000	2,070	3,500	4,500
Phosphate ..	166,695	142,163	188,763	203,433

The imports are confined almost wholly to clothing and foodstuffs.

Shipping.

A subsidised steamship service is maintained by the Burns, Philp line, which runs bi-monthly boats from Sydney. The trunk steamer calls at Ocean Island for mails and passengers, connecting at Tarawa or Butaritari with the same firm's inter-island steamer, which visits all the Gilbert and Ellice Islands between the calls of the trunk steamer.

The Chinese firm of On Chong runs a small steamer throughout the group, and the German firm of the Jaluit Gesellschaft employed a motor schooner for similar trade. The Samoan Steamship and Trading Company runs a small steamer between the Ellice and Union Islands ; their headquarters have lately been transferred from Samoa to Funafuti in the Ellice group. A new Chinese firm has made application for a steamer and trading licence, and a Japanese schooner has made two visits from Japan, bringing trade goods and collecting copra.

Some 76 steamers call at Ocean Island yearly to load phosphate ; these are either under time charter or freight charter to the Pacific Phosphate Company.

Agriculture.

From statistics kept in the Ellice Islands it has been found that the yield of coconuts compares unfavourably with that of other groups in similar latitudes, and it is considered that fertilising should be introduced. For purposes of experimental agriculture Government Reserves are now being started on all the islands of the Gilbert and Ellice groups, and a vote has been approved for the purchase of fertilisers for experimental purposes on these Reserves and to cover the cost of soil analysis.

This innovation should receive the active support of the firms interested in the copra trade of these districts. The native landowners have already made crude attempts at fertilising, and would readily purchase manurial preparations after ocular demonstration of the good results to be obtained thereby.

III.—LEGISLATION.

The power of legislation for the Western Pacific is vested in the High Commissioner in Fiji. Ordinances are passed as King's Regulations, under the provisions of the Pacific Order in Council for the sister Protectorates of the British Solomons and the Gilbert and Ellice Islands Protectorate. Rules for procedure of officials are issued as appendices to the Pacific Order in Council, 1893. Apart from repeals and amendments to existing King's Regulations the most important additions to local law have been the following in the period under review :—King's Regulation No. 1 of 1914, relating to copyright, and King's Regulation No. 4 of 1914, relating to Commissions of Enquiry.

IV.—EDUCATION.

There are no Government or Government-assisted schools. Education is in the hands of the joint Protestant Missions of the London Society and the Boston American Board, and of the Catholic Society of the Sacred Heart. A central training school in the island of Beru, Southern Gilberts, is run on advanced lines by the London Missionary Society, which has lately also opened a central school for Ellice girls on an island in the Funafuti Lagoon chain. The Boston American Mission has centres at Abaian and at Ocean Island, while the headquarters of the Society of the Sacred Heart are at Butaritari. There are resident Fathers and Sisters of this Mission at Ocean Island and at every island in the Gilbert group with the exception of the two most southerly, Tamana and Arorae, which are still wholly Protestant. In the Ellice Islands the London Missionary Society holds the entire group. In the three islands of the Union group, which are at present attached to the Protectorate for administrative purposes, education proceeds under the guidance of the Sacred Heart and London Missionary Societies controlled from bases in Samoa.

Mission education has done much for the moral and material welfare of the native. In raising the standard of intelligence and in disseminating the first principles of Western order, Western commonsense, it prepared his mind for the system of British government. The march of the Protectorate under British rule has, however, discovered a wider field of opportunity than heretofore existed for natives who could claim a particular education. But educational methods have not progressed with equal foot. The teaching, though morally unquestionable, is deficient in utility. It is too general to carry weight. Although English and arithmetic are taught in the Mission schools, a native who speaks the one or shows mastery of the other is a rarity. There are many openings in the Protectorate Medical Service for men with such knowledge. The Government has therefore inaugurated on Ocean Island and Tarawa a series of English night classes for native police, which, it is hoped, is the first step towards a system of education more in touch with the needs of these people.

V.—GOVERNMENT INSTITUTIONS.

The headquarters of the Protectorate are at Ocean Island and District Administrative Stations are distributed through the Northern, Central and Southern Gilberts, the Ellice Islands, and the Union group. The headquarters of the Medical staff are at Tarawa, with a central hospital and a training school for native medical students. Medical head-quarters of the Ellice and Union groups are at Funafuti, where a new hospital has been erected. Provision has further been made for a third medical station on the large island of Tabiteuea, which will become a centre for the Southern Gilberts. At Ocean Island the duties of Health Officer are performed by one of the medical officers of the Pacific Phosphate Company, with Government remuneration.

Native hospitals have been erected on Ocean Island and every other inhabited island of the Protectorate. These are in charge of dressers trained at the Central Hospital. They are inspected by the European medical officers of the districts, and all serious cases are transferred to the Central Hospital at Tarawa or to the Funafuti Hospital.

The erection of a leper asylum is under consideration.

VI.—JUDICIAL STATISTICS.

The Protectorate Police Force is stationed at Ocean Island and at Tarawa, where the main Protectorate gaol is situated. The force, though small, is efficient. The numbers were primarily recruited from Fiji, but many Gilbert and Ellice islanders have now been trained to replace the time-expired Fijians. In addition to the Protectorate Police Force every island possesses its own island police under the direct supervision of the native magistrate, assisted by the members of the Island Native Government. The numbers of these police range from six to forty, according to the size and population of the island.

Male and female gaols are established on every island, long sentence prisoners being transferred to Ocean Island or Tarawa.

There is comparatively little crime in the Protectorate. Assaults are more common in the Gilbert than in the Ellice group. Cases of theft are of rare occurrence.

A simple code of laws, translated into the Gilbert and Ellice vernaculars, is in operation. These laws have been accepted by the Native Governments, and are administered by them under the supervision of Protectorate officials.

VII.—VITAL STATISTICS.

The following table shows the birth and death rate for the period under review :—

	Gilbert Islands.	1913–14.
Births	.. ..	891
Deaths	.. ..	734
	Ellice Islands.	
Births	.. ..	161
Deaths	.. ..	155

The population compared with the figures of the last census shows a slight increase. This is without doubt due to improved methods of administration. With the proposed extension of the Protectorate Medical Service a further improvement may be confidently expected. The increase referred to has taken place in the northern and southern islands of the Gilbert group, and also in the Ellice group. In the islands of the Central Gilberts the death-rate continues to be in excess of the birth-rate. It is possible that tubercular disease affecting the genitals is mainly responsible for this, as in the central islands of the Gilbert group this disease is most prevalent. The matter is receiving the attention of the medical authorities.

The native public health of the Protectorate is indifferent, and it is in this direction that the expenditure of public funds is most necessary. Tubercular disease above referred to is common throughout the Protectorate and takes a heavy toll of the native population. Elephantiasis has been introduced into the Ellice Islands from the Samoan group, and is now common in all those islands. In the Gilberts but few cases are known, and it may be found possible to check, if not to stem, the northward course of this disease.

Syphilis is prevalent throughout all the islands and accounts to some extent for the heavy death roll in the past. It is probably also another factor in the sterility of the races. Salvarsan and neo-salvarsan are now being used in these cases, as well as for the disease commonly known as yaws ; this should prove of inestimable benefit to the community.

Some 35 known cases of leprosy exist in the Gilbert Islands, and each island has an isolated leper asylum and attendant. There is only one known case of this malady in the Ellice group. As already stated, a central segregation asylum is contemplated.

In these small islands sanitation is a comparatively easy matter, and the natives are cleanly in habits.

The climate is remarkably good considering the limits of latitude within which the Protectorate lies. Though many of the islands are within a few miles of the equator, cool breezes prevail and the heat is seldom intense. Malaria is unknown, but the stegomyia mosquito is common throughout the islands and, with the single exception of

Ocean Island, those pests form the most serious drawback to the comfort of life. When the endemic diseases above referred to have been taken in hand by the improved and extended medical service, the islands of this Protectorate should compare favourably with any tropical possessions of the crown. The common house fly is at times very trying, and probably takes a large share in the dissemination of dysentery, which disease is almost endemic in some islands.

The rainfall shows considerable variation, the drought belt extending from about 1 degree north to 3 degrees south latitude, the greatest danger being just south of the equator. In the island of Bataritari, which is 3 degrees north, the annual rainfall seldom falls below 150 inches and droughts are unknown, while around the Central and Southern Gilberts the yearly rainfall has been known to drop to 15 inches, causing a grave set-back to the copra industry. It is held by the natives that periods of drought occur about every seven years. The rainfall in the southern Ellice and Union groups is plentiful, but the most southerly of these islands are on the verge of the hurricane zone. In January, 1914, a hurricane accompanied by a small tidal wave swept over the Union group, causing much damage to cultivation, the loss of a few lives, and suspending the copra industry in that group for a probable period of two years.

The direction and force of the wind is strong westerly from November to March, veering to south-west with heavy squalls. From April to October steady easterly trades are generally found, but in the year under review heavy westerly weather with violent squalls was experienced from November, 1913, to the end of June, 1914.

VIII.—POSTAL SERVICE.

The postal service is necessarily a difficult problem in a Protectorate such as this, in which the 28 inhabited islands are scattered over a tract of ocean extending 1,100 miles from east to west and 800 miles from north to south, giving an area of close on 1,000,000 square miles. The bi-monthly service of Messrs. Burns, Philp's steamers running from Sydney to the Marshall group via the Gilbert Islands is subsidised by the Australian Commonwealth, the Protectorate paying an annual added subsidy for a special call at Ocean Island. The inter-island boat of the same Company conveys mails bi-monthly throughout the Gilbert and Ellice Islands, and the Union group is connected with the Ellice Islands by a small trading steamer of the Samoan Shipping and Trading Company, which makes five or six trips a year. A post office money order system has lately been inaugurated through the Commonwealth of Australia, and a postal order system will shortly be introduced. The head office is at Ocean Island, while Tarawa acts as the distributing centre for the Gilbert group. Efforts are now being made to put the postal system on a better footing. Mails to and from Australia are also carried by the chartered steamers of the Pacific Phosphate Company at Ocean Island, and direct communication from Ocean Island to London via the Siberian Railway is possible at irregular intervals by steamers of the same Company trading with Japan.

There is no cable communication with the Protectorate, but a high-power wireless station is to be erected at Ocean Island in the near future.

IX.—MILITARY FORCES, &c.

The Protectorate Police are armed with service rifles.

King's Regulation No. 1 of 1909 provides for the establishment of a Volunteer Reserve in Ocean Island.

X.—GENERAL OBSERVATIONS.

(1) During the year under review a satisfactory arrangement has been arrived at between the Pacific Phosphate Company and the landowners at Ocean Island with the assistance of the Government. Certain areas have been set aside for phosphate working, an increased rental being paid to the landowners for the right to acquire the phosphate, in addition to an annual royalty paid to a Trust Fund for the use of the native inhabitants of the island. Ample land is retained for the cultivation of food-bearing trees, and the Banaban natives are in a state of affluence seldom found among native races.

(2) There are practically no openings for white labour except in the employ of the Pacific Phosphate Company at Ocean Island. The small amount of copra trading in the groups is carried on by Chinese, and by half-caste descendants of the old beachcombers of the Pacific, a genus happily nearing extinction.

(3) The general condition of the Protectorate is sound, but the financial future is almost wholly dependent on the fluctuations of the copra market. These coral atolls are probably useless for any other valuable crop, and no effort has been, or is likely to be, made to open up any other industry.

The phosphate of Ocean Island is of the highest grade known, and the deposits are of great depth though the island comprises 1,500 acres only, being the exposed top of a submerged mountain, affording no anchorage.

(4) The Protectorate is at present without the services of a Government vessel, which increases the difficulties of administration, and retards the progress of the much needed medical relief. This matter is engaging attention, and a larger and more suitable vessel than the one until lately in use will probably soon be acquired.

(5) The natives of the Protectorate, in particular the Gilbert islanders, may be said to possess a talent for being fairly governed. Though endowed with much of that carelessness and forgetfulness which imperils the life of a primitive nation when brought into contact with civilisation, their old spirit of obedience to a ruling caste, so sternly enforced in former days by the kingly families, was fertile soil on which to sow the seed of newer order. Lack of thought is counterpoised by reverence of authority. They have adopted, and adapted themselves to, British rule with extraordinary facility. In private life the influence of the once supreme families is far from extinct, for, though tractable, the islanders are tenaciously conservative. But the moral sway of the old chiefs has a personal and inchoate, rather than a universal, value; it is homely rather than political, and rarely comes into conflict with the aims of government.

On the coming of civilisation in the persons of the first beachcombers and traders, the native fell victim to the ancient peril that besets a folk at once eager and uneducated for western luxuries. Intemperance threatened the race. But the Government, thanks to the judicious and willing aid of the native island officials, more far-seeing than their fellows, has by simple yet effective temperance regulations been able to check the flood of excess which was leading to extinction. No Western intoxicant now reaches the native. The fermenting of coconut toddy is forbidden under penalty, but the nutritive value of fresh toddy for young children prevents a complete ban upon its collection. What drunkenness there is—and it is little—is caused by the secret consumption of fermented toddy; what violent crimes there are—and they are few—are as a rule the outcome of clandestine drunkenness. The average native is sober, kindly, and peace-loving. The marriage laws are well devised and well enforced. Couples present themselves to the Bowi (Native Government in Council), who consider their qualifications and appoint a day. Marriage can only take place with their consent, the ceremony being performed by the Bowi and afterwards in a Mission Church if the couple so wills. It is impossible to presuppose a high order of continence in a folk of this nature and at this stage of development, but the stringencies of native-made law and the precepts of Christianity are strong weapons to enforce chastity, and marriage is well safeguarded.

Although the reasonable influences of civilisation upon the native are on the whole excellent, they have the effect of slowly discouraging old native customs. In many cases this is undeniably good, since the old customs were often the enemies of decency, sanitation, and all that contributed to public well-being. But the effect has been bad upon native dress, and through that channel upon native stamina. The old method of lubricating the body (bare save for a "riri" or kilt of finely worked leaves) with coconut oil was the best possible protection from chill in this region of sudden rains. The cotton smock for women and the cotton trousers and shirt for men, which in the mind of the people seem now so indispensable to professed Christianity, while reducing the endurance of the skin, render it the more susceptible to the chills which wet clothing engenders. The result is colds, pneumonia, influenza; eventually tuberculosis. The Government

is doing what it can by enforcing the use in all gaols of oil and the "riri," and by encouraging native costume at all public dances.

There is promise in the Protectorate both for governed and government. A more efficient medical service, ensuring an advance in public health; improved methods of education and agriculture; better markets for island produce; better value for money—these are hopes which present promise justifies. The sound intelligence and the cheerful co-operation of native people and native governments with British officials will ensure fulfilment.

COLONIAL REPORTS, &c.

The following recent reports, &c., relating to His Majesty's Colonial Possessions have been issued, and may be obtained from the sources indicated on the title page:—

ANNUAL.

No.	Colony, &c.	Year.
806	Gold Coast	1913
807	Northern Territories, Gold Coast	"
809	Bahamas	1913–1914
810	Cayman Islands (Jamaica)	1912–1913
811	Fiji	1913
812	Ashanti	"
813	Basutoland	1913–1914
814	Hong Kong	1913
815	Bechuanaland Protectorate	1913–1914
816	Imperial Institute	1913
817	Falkland Islands	"
818	Malta	1913–1914
819	Trinidad and Tobago	"
820	Jamaica	"
821	Northern Nigeria	1913
822	Grenada	"
823	Zanzibar	"
824	Barbados	1913–1914
825	Southern Nigeria	1913
826	Mauritius	"
827	British Honduras	"
828	Colonial Survey Committee	1913–1914
829	Tongan Islands Protectorate	"
830	Swaziland	"
831	Uganda	"
832	Nyasaland	"
833	British Guiana	"
834	Imperial Bureau of Entomology	1914
835	St. Vincent	1913–1914
836	St. Lucia	"
837	Somaliland	"
838	Straits Settlements	1913
839	Cayman Islands	1913–1914
840	East Africa Protectorate	"
841	Leeward Islands	"

MISCELLANEOUS.

No.	Colony, &c.	Subject.
79	Northern Nigeria	Mineral Survey, 1907–8 and 1908–9.
80	Nyasaland	Mineral Survey, 1908–9.
81	Southern Nigeria	Mineral Survey, 1908–9.
82	Imperial Institute	Rubber and Gutta-percha.
83	Southern Nigeria	Mineral Survey, 1910.
84	West Indies	Preservation of Ancient Monuments, &c.
85	Southern Nigeria	Mineral Survey, 1911.
86	Southern Nigeria	Mineral Survey, 1912.
87	Ceylon	Mineral Survey.
88	Imperial Institute	Oilseeds, Oils, &c.
89	Southern Nigeria	Mineral Survey, 1913.
90	St. Vincent	Land Settlement.

COLONIAL REPORTS—ANNUAL.

No. 884.

GILBERT AND ELLICE ISLANDS PROTECTORATE.

REPORT FOR 1914-1915.

(For Report for 1912–1914 see No. 842.)

Presented to both Houses of Parliament by Command of His Majesty.
May, 1916.

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No. 884.

GILBERT AND ELLICE ISLANDS PROTECTORATE.

THE ACTING HIGH COMMISSIONER TO THE SECRETARY OF STATE.

Office of the High Commissioner for the Western Pacific,
Suva, Fiji,
7th January, 1916.

Sir,

I have the honour to inform you that I have received from the Officer in charge at Ocean Island, his letter of the 23rd November last, a copy of which he has sent to you direct, forwarding the Gilbert and Ellice Islands Protectorate Annual Report for the year 1914–15.

2. The calls of Messrs Burns, Philp and Company's trunk steamer at Ocean Island, to which reference is made in the section headed "Shipping," have been reduced from twelve to eight annually since the outbreak of war.

I have the honour to be,
Sir,
Your most obedient, humble servant,
EYRE HUTSON,
Acting High Commissioner.

The Right Honourable
The Secretary of State for the Colonies.

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GILBERT AND ELLICE ISLANDS PROTECTORATE.

ANNUAL REPORT FOR 1914–15.

I.—FINANCIAL.

The total revenue of the Protectorate for the year ended June 30th, 1915, was £16,120 11*s.* 2*d.*, being a decrease of £26,670 15*s.* 6*d.* on the total for the preceding year.

The revenue for the period 1913–14 was unusually large, owing to the transfer to Protectorate Funds of £17,164 5*s.* 9*d.* from the Island Native Government chests.

The principal decreases in annual revenue for the year under review were under heads: II.—Native Taxes; and VI.—Royalty on Phosphate.

The total expenditure was £23,522 2*s.* 5*d.*, being an increase of £1,907 0*s.* 11*d.*

The increase is accounted for under heads: II.—Resident Commissioner's Department; IV.—Police and Prisons; VI.—Medical; VIIa.—Special Expenditure, Ocean Island Volunteer Reserve; X.—Public Works Annually Recurrent; XI.—Public Works Extraordinary.

The total revenue and expenditure for the last four years has been as follows:—

		£	*s.*	*d.*
1911–12	Revenue	21,331	5	0
	Expenditure	17,965	9	0
1912–13	Revenue	30,272	16	8
	Expenditure	17,952	4	10
1913–14	Revenue	42,791	6	8
	Expenditure	21,615	1	6
1914–15	Revenue	16,120	11	2
	Expenditure	23,522	2	5

Taxation.

The taxes levied in the Protectorate consist of—

(*a*) Import Duties on beer, perfumery, wine, spirits, kerosene, and tobacco;

(*b*) A royalty, assessed on a tonnage basis, on the phosphate exported from Ocean Island;

(*c*) A Capitation Tax of £5 per annum on non-natives resident in the Protectorate;

(*d*) Licences for dogs, firearms, trading stations, trading vessels, and trading boats;

(*e*) A native land tax, collected in copra from each island according to its wealth and population. In times of hardship caused by drought in the Central Gilberts or by hurricane in the Ellice and Union Islands, the land tax is reduced or remitted.

In view of the fall in the copra market and of the reduced shipments of phosphate from Ocean Island since the beginning of the War, the Protectorate has been faced with a considerable decrease in revenue arising from these sources. To counteract to some extent the depressing influence of the War upon the finances of the Protectorate, some revision of the scale and scope of taxation must be contemplated.

II.—TRADE, AGRICULTURE, AND INDUSTRIES.

Until the outbreak of the European War, the Jaluit Gesellschaft, established at Butaritari in the Northern Gilberts, held a high place among the trading concerns of the Protectorate. Though the part played by this firm in the importation of German and Austrian goods was preponderant, it was not exclusive. Prints, beads, beer, scents, sewing machines, and many other articles of German or Austrian manufacture, appealing by their cheapness to the trader or by some carefully designed appropriateness to the native, have been disseminated by British firms. The Jaluit Gesellschaft was closed down at the outbreak of war and the sale by other traders of goods manufactured in enemy countries has ceased. At instigation from official quarters and from the Royal Colonial Institute, lists and samples of such goods have been forwarded to England, with a view to their replacement on the market by articles of British make.

Mines.

Ocean Island, the Protectorate Headquarters, is the scene of the operations of the Pacific Phosphate Company. The curious formation of the island offers some hindrances to the working of the phosphate. The acids in the deposits have corroded the coral foundations upon which they are placed, and the phosphate has sunk into the fissures and pockets so formed. Quarrying is thus rendered laborious. The aspect of the worked-out areas, where nothing stands save pinnacles and walls of ragged coral, is sinister. But, although ample ground is still reserved on the island for the support of the natives, the Company has undertaken to replant such barren acres with food-bearing trees. The great depth of the phosphate deposits in the middle of the island, well nigh 300 feet above sea level, renders the working at that place both easy and profitable. The Ocean Island phosphate is of the highest known grade, being of better quality than that found on the neigbouring Island of Nauru, which was until lately under German administration.

There are no mineral or other deposits on the coral atolls of the Gilbert and Ellice Islands.

The Pacific Phosphate Company possesses the sole mining rights for Ocean Island, paying the natives a fixed sum per acre for such rights. The natives also receive compensation for the removal of coconut trees, while a tonnage royalty on phosphate shipped is paid into a trust fund for their use.

Fisheries.

The waters of the Protectorate teem with sharks, and, until the year 1900, the export of fins was second only to that of copra. This industry has fallen into comparative desuetude, but might be developed, together with the collection of bêche-de-mer, which, in the Protectorate Report for 1896–1900, was mentioned as an article of export. A small variety of bêche-de-mer is known to be plentiful in the lagoon islands of both groups. The natives, however, unless special considerations are offered, will not be at pains to search the seas and laboriously prepare the bêche-de-mer while copra will procure them all the spare money they need.

Agriculture and Native Industries.

The principal crops gathered by the natives are the pandanus fruit and the coconut, which are the staff of life of the Islanders. It is not necessary in this place to give account of the properties of the wonderful coconut. Of the pandanus there are over 150 indigenous varieties recognised by the natives, each bearing a distinct name. The greater number are edible. Though in a lesser degree than the coconut, the uses of this tree are compendious. The fruit is an ingredient of many staple foods; the timber provides beams and posts for building; the root supplies a red dye for costumes; and the leaf is used for thatching, mats, and hats, being of greater durability than the coconut leaf.

Beyond the two trees above-mentioned there is little vegetation of an edible nature in the two groups, save the "Babai" (a species of taro), which is grown in yearly increasing quantities, and the bread-fruit, which is less plentiful. But on Ocean Island are to be found the mummy-apple and the wild almond in great profusion; the mango, the pineapple, and the guava; the lime, the jack-fruit, the banana, and the sweet potato. The affluence of the Banabans (Ocean Islanders), has, however, rendered them careless of the valuable crops with which they alone are privileged.

In the Protectorate Report for 1912–14 mention was made of the proposed experimental fertilisation of coconuts. Government reserves with trees of known age and yield have been marked out, which, pending the report of an expert now analysing soil samples, are being kept under observation. It is proposed to carry out comparative experiments with various combinations of chemicals upon adjoining plots, and to facilitate the acquisition by the native of such fertilisers as prove to be best suited to Island conditions. In the meanwhile natives are being advised to ventilate the roots of their trees by frequent turning of the surface. But in this, as in many other schemes for their physical welfare, their laziness will be the most difficult obstacle to overcome.

Land.

The outright sale of land is prohibited. The Resident Commissioner may consider the advisability of granting leases in parcels of not

more than five acres extent on any one island, for a period not exceeding ninety-nine years. If it appears desirable to the High Commissioner and the Secretary of State, leases of greater area may be allowed.

These conditions have been made for the protection of the native. Land is essentially the property of the individual in the mind of the Islander. In a momentary desire for money he is quite capable of alienating his possessions for a trifle, to the discomfort of his successors and the profit of the adventurer.

There is not a great deal of spare land in the Protectorate, most of the Islands being fully populated. But one or two Islands in the Central Gilberts are under-populated, and the consequence is a class of large landowners who leave to waste a vast quantity of valuable produce. It would be satisfactory to see such surplus lands under the control of some commercial enterprise, which, through organisation, employment, and example, would be an advantage to the whole community.

Shipping.

The trunk steamer of Messrs. Burns, Philp and Company calls bi-monthly at Ocean Island, on its way from Sydney to the Northern Gilberts, where it connects with the firm's inter-island steamer. The Group shipping service consists almost entirely of the circular visits of the inter-island steamer, with occasional appearances of the small vessel of Messrs. On, Chong and Company. The Samoan Trading and Shipping Company keep a small steamer in the Ellice Islands.

Ocean Island is connected with Sydney and Japan by vessels under time or freight charter to the Pacific Phosphate Company, of which some 70 call yearly.

III.—LEGISLATION.

The most important piece of legislation affecting the Protectorate in the period under review has been King's Regulation No. I. of 1915, to govern the recruiting and employment of native labourers of the Gilbert and Ellice Islands. The object of this regulation was to bring under a single head the law relating to emigration, recruiting, and employment of native labourers, which has hitherto been dispersed over various enactments.

IV.—EDUCATION.

As stated in the Protectorate Report for 1912–14, education is in the hands of the Protestant Missions of London and Boston, and of

the Catholic Society of the Sacred Heart. The value of Mission effort in this direction cannot be overestimated, but the time has come when a more generous system is desirable. The school training given by Missions tends to produce a small class of moderately accomplished native Bible Teachers—men of high integrity and good influence, but small capacity to instruct in the elements of culture. A system is needed, under which a chance may also be given to those not necessarily professing Christianity or a desire to aid in its propogation. At present it would be impossible, for generic reasons, to institute Government schools; but much can be done by encouraging the Missions to introduce a more practical curriculum into their training establishments. In the year under review negotiations have been opened between Government and Missions with a view to effecting some co-operation in the matter. It is proposed that, with the support of the Government, the following subjects should form part of the school training—

(*a*) Simple rules of hygiene;

(*b*) Industrial training, blacksmithing, boat repairing and building, etc.;

(*c*) Instruction in agriculture;

(*d*) Daily instruction in English and arithmetic.

A knowledge of subjects (*a*) and (*d*) would not only benefit the native who possessed it, but would be of great value to the medical service of the Protectorate. It is difficult to conceive the disadvantage under which the medical officer at present labours in attempting to teach even the rudiments of dressing and dispensing to youths who start minus any acquaintance with hygiene, English, and arithmetic. This is but a single issue among the many involved in the question of education. The development of the Protectorate and the ever widening scope for native talent on the spot make it a matter of the first importance that supply should correlate to demand, a state of things which can only be brought about by improved methods.

V.—GOVERNMENT INSTITUTIONS.

There are 26 Island Hospitals in the Protectorate under the charge of native "dressers," who have gained their experience in the Central Hospital and Medical Training School at Tarawa.

Cases allowing of easy treatment are admitted into the Island Hospitals, those of a graver nature being sent to Tarawa headquarters. During the year 1913–14 admissions to the Central Hospital numbered 676. In the period under review the premises were much enlarged, and the number reached 1,367. Major operations were 395, and minor operations 137. To these must be added 497 salvarsan administrations.

All hospitals are at present built on the hut system. The Gilbertese native house, said by Stevenson to be superior to any other in the Pacific, ensures good conditions, but is subject to certain inconveniences.

The construction of a leper asylum upon an isolated islet has been decided.

VI.—JUDICIAL.

Each Island is provided with a male and female prison, under the charge of native warders or wardresses, and supervised by the local native officials and visiting district officers. Long sentence prisoners are transferred to Headquarters gaol at Tarawa, or to Ocean Island. Native law in the Gilbert and Ellice Groups is administered by native Courts under King's Regulation No. VI. of 1912. On Ocean Island the Native Court deals with offences under Native Law committed by inhabitants (Banabans), while offenders among the Pacific Phosphate Company's imported labour are dealt with in the Resident Commissioner's Court.

The following are statistics for the Resident Commissioner's Court, 1914–15 :—

Cases heard	636
Convictions :—	
Hard labour, 1 week to 3 months	44
,, ,, 3 months to 1 year	8
Fines, 1*s.* to 10*s.*	324
,, 10*s.* to £1	43
Compulsory work, string making	11
Floggings	2
Dismissed	204
	636

Vicious crime is rare in the Protectorate : crimes of violence are usually committed under the influence of sour coconut-toddy, the drinking of which in a fermented state is punishable with hard labour.

Floggings are infrequent, being administered only in cases of an extremely aggravated or brutal nature, and must take place in the presence of a medical or district officer. The gallows is at Tarawa Gaol. Sentences of death must receive confirmation by the High Commissioner for the Western Pacific before their execution. No death sentences were carried into effect during the year 1914-15.

VII.—VITAL STATISTICS.

	1913–14.		1914–15.	
	Births.	Deaths.	Births.	Deaths.
Butaritari - -	87	56	66	85
Tarawa - - -	287	210	220	262
Abemama - - -	517	468	Not available to date.	
Ellice Islands - -	161	155	,,	,,
	1,052	889	—	—

In the above table available figures for the year compare unfavourably with those for 1913-14. It was reported last year that the public health of the Protectorate was indifferent, a statement more than corroborated by statistics now to hand. Under the new medical organisation the general outlook had begun to improve, and the birth rate to show a marked increase. Brilliant work was done, and brilliantly repaid by the growing appreciation and confidence of the people. The medical officer had a hold upon the situation. With the outbreak of war and the instant disruption of the shipping service, communication between the Islands, never good, became almost a thing of the past. At the same time, the extraordinary expansion of the Central Hospital at Tarawa, with its immediate calls on the time of the single European doctor in the Gilbert Group and of the native medical practitioner assisting him, rendered it impossible to take advantage even of the exiguous remaining opportunities of visiting outlying Islands; for chances of return were problematical. Shortness of staff under war conditions, may be said to have converted into a very hindrance, therefore, the achievement of that centralisation which, at the cost of so much labour, had begun to assume shape as the nucleus of an efficient system. Densely populated Islands were isolated. The natives forgot, and the local "dressers" were unable to enforce, the simple rules of hygiene and common sense, which only the moral spur of a white medical officer's presence can keep before them. The Gilbert Islander, so trustworthy in matters of government, has elementary notions about the care of his person. Without the possibility of effective supervision the natives reverted into the most vicious habit of primitive races—that of concealing sickness. Tuberculosis, which runs so speedy a course in the system of such peoples, has done it work. Syphilis—spelling sterility, miscarriage, stillbirth, and a high infantile mortality—is ever active; while the utter unenlightenment of the natives in matters of health is a constant sap at all efforts to aid them.

Without the means of communication between islands the work of the medical officer is at every turn frustrate. It is at such times that the crying need of a Protectorate vessel is felt.

There is no malaria in the Protectorate, but the stegomyia mosquito abounds in the two groups. Dengue fever sometimes

follows the visits of ships. Dysentery is endemic, but of comparatively rare occurrence among European residents.

During the year there has been an outbreak of typhoid fever on Ocean Island, resulting in the deaths of several Japanese and two Europeans. Immediate measures were taken to ensure the safety of the water supply, with good effect.

Climate, Rainfall, Wind, etc.

The Protectorate stretches across the equator between latitudes 3° north and 10° south. The climate is remarkably equable, being tempered by the vast waters in which the islands lie, and by the continuous westerly breezes which prevail. The temperature is subject to but few variations, ranging between 78° and 80° as a general rule, and on rare occasions falling as low as 68° or rising as high as 95°. Sunstroke is unknown. On Ocean Island Europeans may be seen working or playing bareheaded in the hottest part of the day. The climate is said to be beneficial to Europeans suffering from asthma or pulmonary trouble. The rainfall for the groups during the year has ranged, according to islands, between 120 and 140 inches. The Central Gilberts, which are most susceptible to drought, have been plentifully supplied with water, and the satisfactory rainfall throughout the Protectorate has ensured a good copra harvest. During May and June on Ocean Island, however, an approaching season of drought has been apprehended from certain weather signs known to the native.

VIII.—POSTAL.

The obstacles to an efficient postal service in the Protectorate are the same as those reported last year, in an intensified degree. In this, as in all other matters of government, the absence of a Protectorate vessel is responsible for loss of time and loss of money.

IX.—MILITARY FORCES.

(*a*) *Ocean Island Volunteer Reserve.*

Early in September, 1914, the Ocean Island Volunteer Reserve was established under King's Regulation No. I. of 1909, and proclaimed to be on actual service for the protection of supplies. The original force numbered 61 members, but was shortly afterwards augmented by the enrolment of 40 additional volunteers.

Night guards and patrols were fixed and a state of efficiency and readiness observed which was not allowed to interfere with the daily routine of the island. Look-out during the day was kept by the native police.

Among the Japanese mechanics of the Pacific Phosphate Company a force of 80 was raised, under the command of Dr. Matsuoka, late of the Imperial Japanese Navy, whose object it was to help in the defence of the island in cases of emergency.

After the occupation of Nauru by the Australian Expeditionary Force, midway through November, 1914, followed by the news that the Pacific was clear of enemy ships of war, the active service force was disbanded and members were re-enrolled on a peace footing. A rifle range was established, at which the corps has attained a reasonable efficiency. The arm at present in use is the long Enfield ·303 magazineless, 1898 model, but more modern weapons are being procured.

(*b*) *Police.*

Under the Native Laws approved in 1894, one or more policemen were appointed in every village by the island authority. They received salary from the island fund and were subject to dismissal by the monthly council. With the merging of the island funds into the Protectorate chest, the island police to the number of some 250 are now clothed and paid on a uniform scale;, but their efficiency is precarious. Without a permanent steamer district officers cannot exercise that supervision which is so much needed. When there are more frequent communications again, the plan formerly adopted of training island police at Tarawa for the Gilberts and at Funafuti for the Ellice, can be resumed. The 48 Protectorate police stationed at Ocean Island and Tarawa are distinct from the island constabulary, though often recruited from them. They are appointed by the Resident Commissioner and maintain a high standard of discipline and efficiency. The natives of this Protectorate have a natural aptitude for drill, and show to advantage in all physical exercises. They were complimented highly by the late Commander of the Australian Expeditionary Force on a recent visit to Ocean Island. The introduction of khaki uniforms has added to the smartness of their appearance on parade, denim being retained on all fatigues.

The Protectorate police are armed with obsolete rifles. Now that the range on Ocean Island is open, they are able to go through a course of musketry; some prove themselves tolerable marksmen. Their zeal in the military part of their duties is unbounded, and their devotion to British rule has been the subject of notable comment ever since the hoisting of the flag.

X.—GENERAL OBSERVATIONS.

(*a*) *Roads.*

There are over 200 miles of good road in the Protectorate, varying in breadth from 12 to 30 feet. All roads are made with "riburibu," a reef mud, which dries hard and smooth, forming a durable surface. Motor bicycles are kept by traders and missions, who find the conditions excellent. In the villages the natives are responsible for the cleanliness of their own road frontage. So keen is the popular desire for smartness that in one island it is an offence punishable, under native law, by a fine of 1*s.* to 5*s.*, to pass by any leaf or refuse which may have fallen upon the fairway.

Roads run without exception the whole length of the Islands, on the lagoon side or, if there is no lagoon, above the western beaches. They existed in many cases before the hoisting of the flag, being the result of mission effort. Their cost of upkeep is *nil*, as they are made and mended by the natives during periods of communal work.

(*b*) *Communal Work.*

Male natives over the age of sixteen are required to perform 78 days of public work per annum. Exceptions are made in the cases of those who are in training at Central Mission Schools as pastors or teachers, and exemptions are granted to labourers required for the upkeep of Mission buildings, etc., and to servants regularly employed and paid by Europeans. Periods of communal work are arranged by the native authorities to avoid clashing with the pandanus harvest and other recurrent domestic labours of the Islanders. Native women are not constantly employed during such periods, but are expected to make moderate amounts of string, thatch, etc., for public buildings, when required. Communal work is performed under supervision of the magistrate and kaubure (councillors) of the Islands, and comprises the building and repairing of "maneabas" (meeting houses), roads, sea-walls, hospitals, gaols, and other public institutions; the cultivation of babai, or taro; the reclamation and planting of waste lands; and the cleaning or transportation of villages.

(*c*) *Recruiting.*

Under the provisions of King's Regulation No. 1 of 1915, the Pacific Phosphate Company on Ocean Island recruits from the two groups between 200 and 300 natives yearly. Islands may be closed to recruiting at the discretion of the Resident Commissioner, subject to the covering sanction of the High Commissioner. Ships used by the Company for this work are liable to inspection and approval of the Resident Commissioner, and the recruiting is supervised by the officers in charge of the districts visited. The comfort of the imported labour is well attended to on Ocean Island, where great improvements have lately been made in methods of housing. Food

is good and plentiful. A fully equipped hospital under charge of a medical officer is provided. The contract signed by the labourers entitles them to a return passage to their islands after expiration of the twelve or eighteen months for which they are indentured. The period of indenture may by consent of the contracting parties be extended by eighteen months. Salaries earned by the labourers vary from 20*s.* to 40*s.* per mensem, while in special cases natives are in receipt of £3 a month. Obligatory working hours are limited to fifty a week, overtime being paid at the rate of 4*d.* per hour.

A limited number of Gilbert islanders are recruited for plantation work on Fanning Island.

(*d*) *Water Supply.*

In view of the native forecasts of drought the completion of a system of cement cisterns on Ocean Island during a time of rain has been opportune. Five new cisterns have been constructed of a total capacity of about 90,000 gallons, raising the water reserve of the Government station to an approximate figure of 150,000 gallons. But this is still a dangerously small reserve for the use of the English Government staff, together with the permanent police force of 30, with wives and families. and from 20 to 50 prisoners.

Periods of drought may last for several years on Ocean Island. The natives have been encouraged to spend on tanks part of the money received from the Pacific Phosphate Company for their lands, but they rely chiefly for their water supply on the pools formed by percolation in the enormous caves, often several miles in length, with which the Island is riddled. But as droughts continue this natural supply is drained to the inmost recesses, becoming daily more difficult of access. It has been known to fail altogether.

Since the Pacific Phosphate Company came to the island the natives are, however, secured against total failure of supply; for the Company has erected condensing plant, and water may be bought in times of drought at moderate rates.

It has been considered that a part of the Banaban Phosphate royalty (referred to under heading "Mines") might profitably be spent in the construction of catchment areas and cisterns capable of supporting the natives through long droughts. Such a centralisation would ensure not only continuity of supply, but that easy supervision so necessary in tropical countries for the prevention of epidemics.

Fairly good water is found in the Group Islands at a few feet below the surface. The Central Gilberts are subject to drought, and at such times the well water becomes brackish and unpleasant to the taste. The question of reservoir construction in those Islands is one worthy of serious consideration.

(*e*) *Trade and Trade Prospects.*

It has been a good copra year, 5,000 tons having been exported as against 4,500 tons in the preceding year, though the markets have

suffered a natural depression on account of the war. Difficulty was caused during the year by the formation, among the natives of several islands, of a boycott against certain trading firms. Ring-leaders have, however, abated their attitude, and a great quantity of copra has been produced and sold at prices favourable to the natives. It is hoped that improved methods of coconut culture will increase the output. A ready market for additional produce may be counted on in view of the entry of two new trading firms into the Gilbert Islands.

The export of phosphate from Ocean Island has been affected by the war, the total tonnage having been about 78,000 tons less than for the period 1913-14. The fall has been caused in part by the difficulty of obtaining ships, but chiefly by the closure of the large German market. There is no reason for believing that the depression will outlast the war conditions. Within the delimited areas acquired by the Company on Ocean Island there is sufficient phosphate for many years to come, and, provided a market, there should be no retrogression in this important industry.

(*f*) *Local conditions for the European.*

Little has heretofore been said by which a prospective European visitor might be guided in matters of kit, cost of living, servants, and other domestic matters. For a newly-appointed Government officer it would be well to remember that, although many necessities are obtainable at the Pacific Phosphate Company's Ocean Island store, the following indispensable articles should be brought from England:—A dress suit for tropical wear; a good supply of white dinner jackets; several pairs of strong walking shoes; one or two light flannel suits for westerly weather; a plentiful stock of cotton shirts (cellular recommended); and a serviceable raincoat (rubber mixtures to be avoided). The last is invaluable to one who will be obliged to make landings through the groups at all hours and seasons; a good seaman's oilskin is recommended.

The living expenses of a young single official, to whom quarters are supplied by Government, would amount to about £15 a month. This sum would cover the cost of one servant at 20*s*. per month and rations, but would be exclusive of all luxuries. Total living expenses of a married couple, with modest establishment, can be covered by £25 per mensem.

The Gilbert Islander is not a model domestic servant; his talents are adapted to sterner conditions. Though he is faithful and shows much desire to please, his forgetfulness and lack of method seldom prove amenable to teaching. As a policeman, under conditions of strict discipline, he shines: without unremitting "nursing" he is a failure. The Ellice boy, who is much inferior to the Gilbertese in all things that really matter, makes a better house servant. He springs, not, as the Gilbertese, from a warlike stock, but from a peace-loving race. He is quicker to learn than a Gilbert Islander, and also

makes an excellent policeman, but his chief talents are domestic. As a personal servant he is ready, hard-working and retentive, but too often dishonest. Cases of dishonesty among Gilbert houseboys are exceedingly rare.

Rates of pay to native servants vary from 10*s*. to 40*s*. a month, according to age. Rations of rice, sugar, and navy bread are usually supplied by the employer.

The Pacific Phosphate Company is the only considerable employer of Europeans in the Protectorate. All white employés are housed and fed at the charge of the company, who also provide a cricket ground, tennis court, billiard and recreation room, and a small circulating library for their use. A theatre and a picture palace are run under the auspices of private members of the company's staff on Ocean Island.

(*g*) *The War.*

At such a time it is due to the officers of the Protectorate to record that, of those who were in the service at the outbreak of war, none failed to signify an immediate willingness to serve at the front, save those who were plainly disqualified by age. But shortness of staff rendered it quite impossible to release any official from the exigent duties of the service. Good use of public funds has, however, been made in the despatch of six European volunteers from Ocean Island to the New Zealand Forces, while many members of the Pacific Phosphate Company's staff have left in a private capacity to enlist in the Expeditionary Forces of the Commonwealth.

To those who must remain to carry on the work of government the magnificent spirit displayed by the native community is a matter of consolation and pride. It remains to be worthy of the privilege of guiding this folk. The enthusiasm for the British cause; the breathless interest; the countless private applications to "fight for King George"; the united voices of entire Islands to leave for the War: the tense atmosphere of loyalty—these are signs of something more generous and more lasting than even the ancient fighting spirit of the race. They are proofs of an ingrained Imperial sense.

It is difficult to explain to such a people the prudential reasons which bind both governed and governing to less glorious avocations at such a moment. But they have not failed to grasp at the truth that in this time the Empire may be well served in peaceful ways, by internal discipline and by unquestioning obedience to authority. The recalcitrant are silenced by a reminder of the Empire's need; the people's passionate enthusiasm finds vent in a notable docility; the calls to their generosity on behalf of distress are nobly answered. The Banaban community of 400 souls has voted the sum of £1,000 to the Prince of Wales's National Relief Fund, from the money held in trust for them by the Government. There is no island in the Group but has responded according to its resources. During the year nearly £3,000 has been collected in the Protectorate for the Fund, of which by far the greater part has been contributed by the natives.

(i) *The Native Official.*

The confidence shown in British rule is inspiring. It is sometimes even embarrassing; for it is difficult to live up to the standard of wisdom which the natives ascribe to Government officers. In the Protectorate Report for last year it was said that the natives possessed a talent for being fairly governed, but such words do them small justice. They possess a talent for governing. There possibly exists nowhere else in the world a native assembly to whom the reins of administration may be so safely left as to the Gilbert and Ellice Island Councils.

On the hoisting of the flag twenty-three years ago, the Islanders were guaranteed the integrity of their Assemblies. The Native Laws which are authorised by King's Regulation, have since that date been administered on each Island by bodies among whose members each Island is represented. The district officer is present at the more important Court cases, but only in an advisory capacity. Land questions are dealt with exclusively by the natives.

It is among the older Native Government officials that the finest character of the Islander is displayed. These are men of extraordinary breadth of character, who, in some cases, for two decades, in the face of superstition, conservatism, private feuds, and personal jealousies, have kept a sure hand upon the people, teaching them by sheer dominance of personality and excellence of example the wider ideas of public expediency which have now most assuredly gained a place in the spirit of the Islanders. Without the aid of these men the British Government would not have the prestige it at present enjoys in the Protectorate. It is they who have imbibed and transmitted the spirit of a system, infusing their own confidence into the populace; and it may be regarded as no mean recommendation to the system that it should have possessed the qualities to attract the sympathies of such men.

COLONIAL REPORTS, &c.

The following recent reports, &c., relating to His Majesty's Colonial Possessions have been issued, and may be obtained from the sources indicated on the title page :—

ANNUAL.

No.	Colony, &c.	Year.
850	Gibraltar	1914
851	Sierra Leone	"
852	Grenada	1914–1915
853	Bermuda	1914
854	Malta	1914–1915
855	Ceylon	1914
856	Hong Kong	"
857	Bechuanaland Protectorate	1914–1915
858	Basutoland	"
859	Gold Coast	1914
860	Jamaica	1914–1915
861	Gambia	1914
862	Straits Settlements	"
863	Northern Territories of the Gold Coast	"
864	Ashanti	"
865	Cyprus	1914–1915
866	Swaziland	"
867	Somaliland	"
868	British Honduras	1914
869	British Solomon Islands	1914–1915
870	Tongan Islands Protectorate	"
871	Barbados	"
872	Falkland Islands	1914
873	Uganda	1914–1915
874	British Guiana	"
875	Mauritius	1914
876	Leeward Islands	1914–1915
877	Trinidad and Tobago	"
878	Nigeria	1914
879	Cayman Islands	1914-1915
880	St. Lucia	"
881	East Africa Protectorate	"
882	Imperial Institute	1914
883	Nyasaland	1914–1915

MISCELLANEOUS.

No.	Colony, &c.	Subject.
79	Northern Nigeria	Mineral Survey, 1907–8 and 1908–9.
80	Nyasaland	Mineral Survey, 1908–9.
81	Southern Nigeria	Mineral Survey, 1908–9.
82	Imperial Institute	Rubber and Gutta-percha.
83	Southern Nigeria	Mineral Survey, 1910.
84	West Indies	Preservation of Ancient Monuments, &c.
85	Southern Nigeria	Mineral Survey, 1911.
86	Southern Nigeria	Mineral Survey, 1912.
87	Ceylon	Mineral Survey.
88	Imperial Institute	Oilseeds, Oils, &c.
89	Southern Nigeria	Mineral Survey, 1913.
90	St. Vincent	Roads and Land Settlement.

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No. 922.

GILBERT AND ELLICE ISLANDS.

REPORT FOR 1915–1916.

(For Report for 1914–1915 see No. 884.)

Presented to Parliament by Command of His Majesty.
August, 1917.

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No. 922.

GILBERT AND ELLICE ISLANDS.

ANNUAL REPORT FOR 1915–16.

FINANCIAL.

The total revenue of the Colony for the year ended June 30th, 1916, was £23,117 4*s.* 11*d.*, being an increase of £6,996 13*s.* 8*d.* on the total for the preceding year.

The principal increases in revenue for the year under review are shown in the following comparative statement of revenue.

The total expenditure was £32,867 15*s.* 1*d.*, being an increase of £9,345 12*s.* 8*d.* as compared with the year 1914–15. Though a heavy expenditure was incurred by the erection of the Wireless Station on Ocean Island, a saving of approximately £2,000 was effected under Public Works Recurrent and Extraordinary as compared with the previous financial year.

The total revenue and expenditure for the last four years has been as follows:—

		£	*s.*	*d.*
1912–13	Revenue..	30,272	16	8
	Expenditure	17,952	4	10
1913–14	Revenue..	42,791	6	8
	Expenditure	21,615	1	6
1914–15	Revenue..	16,120	11	2
	Expenditure	23,522	2	5
1915–16	Revenue..	23,117	4	1
	Expenditure	32,867	15	1

It will be observed that the decline in revenue is most marked since the outbreak of war, due to the decrease in the demand for phosphate from Ocean Island, to the fall in the copra market, and to the difficulty of obtaining vessels to ship the exports from the Colony. But for the fact that 1915 was a good year so far as the copra yield was concerned, the decline in revenue would have been more marked. The serious drought which commenced early in 1916 on the Islands adjacent to the Equator, and which, at the time of writing, has continued for twelve months, had no appreciable effect on the copra output up to June 1916. The prospects for the year 1917 are as bad as have ever been known, the drought to date being more serious than that experienced in 1909–10. This will not, however, affect the revenue of the Colony until the figures for 1917–18 are compiled, as the copra tax for 1916—which realised the full quantity and a fair price—will appear in the returns for 1916–17.

The increase in expenditure during the year under review is mainly due to the erection of the Wireless Station at Ocean Island, the total cost of erection and maintenance forming a charge against the revenue of the Colony.

Comparative Statements of Revenue and Expenditure for the Years 1914–15 and 1915–16.

Revenue.

Heads of Revenue.	1914–15.	1915–16.	Increase.	Decrease.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Customs	2,845 9 9½	7,197 9 1	4,351 19 3½	
Native Taxes	3,731 10 1	5,929 17 10	2,198 7 9	
Licences, &c.	3,797 12 0	3,843 11 0	45 19 0	
Fees of Court	296 9 6	226 19 6		69 10 0
Post Office	456 4 4	439 12 2		16 12 2
Royalty on Phosphate	3,282 9 10	2,994 3 2		288 6 8
Interest	1,300 13 0	1,128 18 5		171 14 7
Miscellaneous	410 2 8	1,356 13 9	946 11 1	
Total	£16,120 11 2½	23,117 4 11	7,542 17 1½	546 3 5
Increase			£6,996 13 8½	

Expenditure.

Heads of Expenditure.	1914–15.	1915–16.	Increase.	Decrease.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Pensions		302 10 0	302 10 0	
High Commissioner's Department	775 18 10	732 11 9		43 7 1
Resident Commissioner's Department	2,265 11 1	2,642 8 1	376 17 0	
District Administration	2,301 14 9	2,490 15 4	189 0 7	
Police and Prisons	3,670 4 2	3,836 6 8	166 2 6	
Ocean Island Volunteer Reserve (Part 1914–15)	457 2 8	137 7 1		319 15 7
Medical Department	3,854 15 8	4,594 0 7	739 4 11	
Transport	1,023 11 0	821 4 6		202 6 6
Post Office	97 1 6	1,064 10 5	967 8 11	
Erection of Wireless Station (Part 1914–15)	6 3 8	6,765 14 10	6,759 11 2	
Wireless Telegraph Department		722 7 11	722 7 11	
Audit Department (£65 11*s.* 10*d.*)	65 11 10	217 11 7	151 19 9	
Miscellaneous	513 1 7	1,248 7 10	735 6 3	
Public Works Annually Recurrent	1,264 6 10	684 19 3		579 7 7
Public Works Extraordinary	3,738 2 8	2,350 13 5		1,387 9 3
Cost of New Vessel		126 5 0	126 5 0	
Island Administration	3,488 16 2	4,130 0 10	641 4 8	
Total	£23,522 2 5	32,867 15 1	11,877 18 8	2,532 6 0
Increase			£9,345 12 8	

NOTE.—Ocean Island Volunteer Reserve and Erection of Wireless Station appeared in the 1914–15 estimates under Head VIIa "Special Expenditure" and were provided for in the 1915–16 estimates under separate heads.

Statement of Assets and Liabilities for years ended 30th June, 1915, and 30th June, 1916.

1915.	Assets. £	s.	d.	Liabilities. £	s.	d.
Cash in hand and at Bank	2,430	7	8			
Cash in transit	500	0	0			
Deposits				11,777	1	9
Advances	2,554	7	9			
Suspense Account	302	4	0			
Unallocated Stores Account ..	74	0	10			
Imprest Account	30	0	0			
Investments :—						
Fixed Deposits	2,000	0	0			
Crown Agents	28,878	6	5			
Banaban Royalties	5,601	5	0			
Excess of Assets over Liabilities ..				30,593	9	11
	£42,370	11	8	£42,370	11	8

1916.	Assets. £	s.	d.	Liabilities. £	s.	d.
Cash in hand and at Bank	1,721	13	5			
Cash in transit	72	4	0			
Deposits				16,398	12	6
Suspense Account	26	16	2			
Advances	71	15	10			
Unallocated Stores Account ..	12	14	7			
Imprest Account						
Investments :—						
Fixed Deposits	500	0	0			
Crown Agents	27,380	17	11			
Banaban Royalties	7,455	10	4			
Excess of Assets over Liabilities ..				20,842	19	9
	£37,241	12	3	£37,241	12	3

Taxation.

As foreshadowed in the remarks under this head in the Annual Report for 1914–15, the scale and scope of taxation has been increased.

Import duties have been raised on spirits, wines, malt liquors, and tobacco. The duty on kerosene and perfumery remains the same. Import duty is now collected on all oils, with the exception of those imported for medicinal use, also on explosives and jewellery, but the licence for trading vessels has been raised. The royalty on phosphate exported, the capitation tax on non-natives, licences for dogs, firearms, trading stations and trading boats, and the native land tax, collected from the natives in copra, remain the same.

TRADE, AGRICULTURE, AND INDUSTRIES.

Imports and exports of the Colony are given as nearly as possible in the following statement. It is to be regretted that the returns from the Ellice and Union Groups have not been submitted in detail; they are therefore included under the heading of Miscellaneous.

Return of Imports 1915–16.

	£	*s.*	*d.*
Spirits	205	0	0
Wines	178	0	0
Ale, Beer, Porter, &c.	1,126	0	0
Methylated Spirits	41	0	0
Perfumery	345	0	0
Tobacco	3,517	0	0
Oils	733	0	0
Explosives	198	0	0
Kerosene	480	0	0
Benzine	50	0	0
Jewellery	165	0	0
Drapery	20,835	0	0
Hardware	10,012	0	0
Provisions	37,294	0	0
Building Material	9,754	0	0
Miscellaneous	23,850	0	0
	£108,783	0	0

Return of Exports 1910–11 *to* 1915–16.

Product.	1910–11.	1911–12.	1912–13.	1913–14.	1914–15.	1915–16.
Phosphate	Tons. 166,695	Tons. 142,163	Tons. 188,763	Tons. 203,433	Tons. 153,306	Tons. 128,440
Value ..	£250,000	£213,250	£283,000	£305,000	£229,960	£128,440*
Copra	3,000	2,070	3,500	4,500	5,000	4,795
Value ..	£30,000	£20,700	£35,000	£45,000	£50,000	£54,386
Sharkfins	....	....	....	....	....	5 T. 12 C.
Value ..						£422

Total Exports for 1915–1916 .. £183,248

* Reduced value as given by the Pacific Phosphate Company, Limited, to the local Government for the year 1915–1916.

External Communication.

A Marconi wireless station was opened on Ocean Island on 14th March, 1916.

Messrs. Burns, Philp and Company's Island line of steamers leave Sydney every three months for the Gilberts and Marshalls, calling at Ocean Island both inward and outward. Vessels under charter to the Pacific Phosphate Company ply between Australia and Ocean Island and Japan and Ocean Island. From 1910 to 1913 inclusive over 100 vessels called annually at Ocean Island. In 1916 only 66 vessels entered. Schooners from Japan visit the Gilbert group, making two trips yearly The Samoan Trading Company steamer "Dawn," an old vessel referred to by Robert Louis Stevenson, still trades between Samoa and the Ellice and Union Groups. The "Alexa" owned by the Chinese firm of On Chong makes occasional voyages between Sydney and the Northern Gilberts.

Internal Communication.

A steamer of Messrs. Burns, Philp and Company runs throughout the Gilberts, making occasional visits to the Ellice, and connects in the Northern Gilberts with the trunk steamer from Sydney. A few other small steamers and schooners ply through the Gilberts, but they have no fixed itinerary. With the exception of Messrs. Burns, Philp's quarterly steamer there is no communication between Ocean Island and the Gilberts, and very rarely any between the Gilberts and Ellice Groups.

Agriculture and Mines.

The War has unfortunately delayed the analysis of soil samples which were sent to England two years ago for expert report. As soon as this report is received suitable fertilisers will be imported and used on the reserves which have been set aside for experimental purposes. It is feared that a great number of coconut and pandanus trees will die during the present drought.

The Pacific Phosphate Company continue their operations on Ocean Island on a reduced scale, owing to war conditions.

LEGISLATION.

By His Majesty's Order in Council dated the 10th November, 1915, known as "The Gilbert and Ellice Islands Order in Council, 1915," the sixteen Islands of the Gilbert Group, which have been under the protection of the Crown since the 27th May, 1892, and the nine Islands of the Ellice Group, which had been under similar protection since September, 1892, were annexed to His Majesty's dominions and formed into the "Gilbert and Ellice Islands Colony."

By a further Order in Council dated 27th January, 1916, the limits of the Colony were extended to include Ocean Island, Fanning Island and Washington Island.

By a further Order in Council dated the 29th February, 1916, the limits of the Colony were again extended to include the three islands of the Union Group.

From the date of the formation of the Colony, King's Regulations made under the provisions of the Pacific Order in Council, 1893 were replaced by Ordinances applicable to the Gilbert and Ellice Islands Colony.

EDUCATION.

The English night classes inaugurated by the Government at Ocean Island and at Tarawa are serving a useful purpose, but the Colony is much handicapped by the lack of Government, or Government-assisted schools. English is not satisfactorily taught in the Mission Schools at present.

It is under consideration to increase the Government grant to the Missions on the understanding that the following should form part of school instruction:

(*a*) Simple rules of hygiene.
(*b*) Daily instruction in English and arithmetic.
(*c*) Industrial training.
(*d*) Instruction in agriculture.

GOVERNMENT INSTITUTIONS.

The headquarters of the Colony are at Ocean Island and district administrative stations are distributed throughout the various groups. At Fanning Island the officer in charge of the Pacific Cable Station is a Deputy Commissioner for his District.

The inclusion of Fanning and Washington Islands within the Gilbert and Ellice Colony will probably lead to the appointment of a separate District officer; the native population of these islands is, however, recruited from other parts of the Colony for limited periods; there is therefore little to occupy the time of an official at Fanning Island beyond the collection of revenue, and the due enforcement of the provisions of King's Regulation No. 1 of 1915 governing the recruiting and employment of native labour.

The headquarters of the Medical Staff are at Tarawa, with branch European-run hospitals at Tabiteauea in the Central Gilberts and at Funafuti in the Ellice Group.

The institution of a training school for native medical students at Tarawa has proved a great boon to the Colony. The natives have come forward readily for instruction and every island of the Gilbert and Ellice Groups is now in charge of a Medical "Dresser" of fair experience. As opportunities of relief offer these Dressers return to the Central Hospital for a further period of instruction, thus the standard of efficiency is gradually raised throughout the native hospitals of the Island.

During the period under review 1,175 cases were admitted to the Tarawa Central Hospital and 619 operations were performed.

At the Funafuti Hospital (period January to June 1916), 555 cases were admitted and 180 operations performed.

Since November 1915 the European Medical Staff has again been reduced to one; this officer is, however, ably assisted by two native medical practitioners, to one of whom the Colony is indebted for many years of most faithful and efficient service. The name of Native medical practitioner "Sowani" is held in the highest esteem throughout the scattered Colony.

The services of a white Matron have now been acquired for the Tarawa hospital and the scheme for the training of half-caste girls as maternity nurses has been started.

During the year a white ward for the treatment of European patients has been opened, and has already proved useful.

The erection and equipment of a leper asylum upon an isolated islet awaits the acquisition of a Government vessel for the collection of cases. Each island is at present equipped with its own asylum, but there is always danger of contact or intercourse, and this scourge cannot be wiped out until a central isolated asylum can be constructed and maintained with the assistance of a Government vessel.

JUDICIAL.

The general information given under this Head in the last two Annual Reports is not reproduced.

The following are statistics for the Resident Commissioner's Court, 1915–16.

Cases heard	222
Admonished	22
Hard labour, 1 week to 3 months	53
„ „ over 3 months to 1 year ..	8
Fines, 1*s.* to 10*s.*..	109
„ over 10*s.* to £1	3
Compulsory work (women), string making ..	14
Floggings	—
Dismissed	13
	222

For the year 1914–15, 636 cases were heard in the same Court; the reduced number for the period under review is mainly due to the decrease in the indentured labour supply.

Three sentences of death were carried out in the Tarawa gaol during the year 1915–16.

VITAL STATISTICS.

The following table shows the birth and death rate for the period under review as contrasted with similar returns for the previous two years. These figures are confined to the Gilbert Group (in which Ocean Island is included) and to the Ellice Group.

Gilbert Islands.

	1913–14.	1914–15.	1915–16.
Births	891	773	817*
Deaths	734	967	626*

* No returns received from one Island.

Ellice Islands.

	1913–14.	1914–15.	1915–16.
Births	161	—	142*
Deaths	155	—	100*

* No returns received from one Island.

The above figures give an actual increase of population of 202 for the three years recorded. It is to be regretted that no returns are available from the Ellice Islands for 1914–15, owing to the death of the late Officer in Charge of that District.

In the Gilbert Islands a serious epidemic of influenza carried off many old people and weaklings in 1914–15. The figures for the other two periods given are most satisfactory when it is realised that for years past the population of these Islands was decreasing to such an extent that it was predicted that the race would soon be exterminated owing to contact with civilization. It is true that the white man introduced syphilis, and was probably responsible for the scourge of tuberculosis, but medical science is using every effort to restore the balance, and to bring relief and improved health to these simple and kindly folk.

During the past three years the expenditure on the Medical Department has been very largely increased; there was a time when sickness was hidden, and when medical inspection visits were feared. In 1913–14 a determined effort was first made to put the medical department on a sound footing. It was realised that this result could not be achieved by the importation of medical skill only; it was essential to catch and to hold the interest and confidence of their own people, to demonstrate that the power to alleviate and to heal could be learnt by their kith and kin, and that operations were not hazardous miracles to be performed in secret under the white man's spell. That it is already evident that some measure of success is being attained is borne out by these statistics and by the results recorded under head V of this Report. In spite of the difficulty of transport due to the need of a Government vessel, and to the curtailment of the trading steamer service in war time, the number of cases admitted into the hospitals and the operations performed are proof that these people have realized what medical attention can do for them.

The results of the treatment of yaws by salvarsan, or by its equivalent galyl or kharsivan, confirm the reports from the West Indies and elsewhere. The native name given to this drug is "Te Iti" or "Lightning" from the marvellous rapidity of the cure.

Satisfactory results have also been obtained by the use of this drug in cases of syphilis, which is prevalent still in the groups; this is naturally a slower process, especially in its advanced stages. It is, unfortunately, still difficult to get the patient to realise the gravity of this disease in the early stages. The need for a plentiful supply of galyl or kharsivan cannot be too earnestly advocated.

In cases of elephantiasis, prevalent throughout the Ellice and Union Groups, kharsivan has also been used with good results.

Whereas the treatment of the above mentioned diseases depends on the supply of a valuable and costly drug, the treatment of tuberculosis, the greatest scourge of the Colony, is a matter which calls for the patience and perseverance of those on the spot. The efficacy of a drug once believed in, as in the case of kharsivan for syphilis, elephantiasis, or yaws, the eradication depends only on the supply, which is regulated by the length of the purse. As regards tuberculosis, conditions are different; tuberculin may be used in surgical cases, but the various precautionary measures, which need not here be detailed, do not appeal to the careless easy-going native.

As stated in the Report on this (late) Protectorate for 1913–14 tuberculosis is believed to have originated with these natives by the wearing of European dress which led to the failure to oil the bodies which was formerly done as soon as the cold westerly winds set in with heavy rains. Though efforts have been made to persuade the natives to revert to their native dress, and to the lubrication of the body, it is feared that the attempt has been made too late. It is natural that the traders are averse to this, since probably fifty per cent. of the money which they pay out for produce comes back to them from the sale of tropical clothing to natives. The Missions also have shown no wish to help this movement; shirts and trousers for men, and the long sweeping garment for women, are the outward signs of Christianity; it is practically only among pagans and in the Government gaols that the sensible native dress may now be seen.

Rainfall.

The annual rainfall on Ocean Island which is here given for the past eight years may be taken as a fair indication of all Islands close to the equator which are subject to periods of drought. It is said by the natives that these droughts occur every seven years.

Ocean Island.

1909	.. .. ..	19 inches.
1910	.. .. ..	28 ,,
1911	.. .. ..	141 ,,
1912	.. .. ..	136 ,,
1913	.. .. ..	77 ,,
1914	.. .. ..	154 ,,
1915	.. .. ..	80 ,,
1916	.. .. ..	14 ,,

POSTAL.

Little can be added to the remarks made under this head in the last two Annual Reports. The War has necessarily delayed the purchase of a Government vessel, and the movements of trading vessels, at all times subject to changes in dates and routes, have become less frequent and more erratic. What help can be given by trading vessels of all kinds is most willingly rendered, and thanks are due to the masters and supercargos of these vessels, who do all in their power to collect and transmit inter-island correspondence. A postal order system has now been started at Ocean Island, and will be extended to the principal Islands of the Groups as opportunity offers.

GENERAL OBSERVATIONS.

Erection of Wireless Station on Ocean Island.

In March 1916 the Ocean Island Wireless Station was completed and opened for traffic. At the time of writing this station has worked continuously for nearly twelve months. The rates to, and through, Australia are high, as traffic is charged for on the international scale, being outside the Commonwealth wireless extension system. For this reason the station is little used except for service messages. Urgent telegrams are now transmitted by the Pacific Phosphate Company to the neighbouring Island of Nauru to be retransmitted by the Company's representative on that Island at the cheap rates which obtain within the Commonwealth Extension system. Telegrams of less urgency are sent by steamer to Nauru, as opportunity offers, to be forwarded from that station. It is hoped that this matter may eventually be adjusted in order that this Colony may recover some part of the working expenses of the station. The erection and maintenance of this Wireless Station forms a charge against the revenue of the Colony.

Attitude of Natives towards the War.

In the early days of the War the attitude of the native towards the War was one of stupefaction.

War was for the men of their race in the old days, and it was this pleasant pastime which relieved the monotony of life and kept for them the superiority of the sex which the white men had put down as an evil to be eradicated. The Missions had first preached of the sin of war; later the British Government, and the German rule of the neighbouring Marshall Group, had sternly repressed any symptom of unrest, which is as natural to native races as the growth from childhood to manhood. That these two great white races whose wisdom had caused wars to cease should be "visiting each other's Islands and driving home the spear" made them more human and less far removed as beings of a superior order. That the fight should extend beyond the customary three days was not surprising since the white man's Islands were large and their steam war vessels of unknown power.

As months went by it was gradually realised that this was war of an unknown kind, that the shedding of a little blood would not bring a further spell of peace. Gradually the "wise old men" came to grasp something of the depth of the issue involved, and ceased to tell of their own exploits. Then it was rumoured that native races were being allowed to take their place with British troops, and the Islands volunteered to a man. When it was learnt that their services could not be accepted, but that they might be permitted to contribute towards war relief funds, they were again profoundly surprised. That the Missions should ask for their money they quite understood, that the Government demanded a yearly tax was in accordance with their own custom of tribute to Chiefs before the hoisting of the flag, but that money should be needed for the Government, or for white men outside Missions, was another shock to be taken into this readjustment of the mental focus.

Carefully it was explained that the money was not for the conduct of the War, that money for this purpose was raised, where necessary, by demand and not by voluntary effort, but that many men had to die, and that women and children must continue to live not wholly as a burden on the Empire. Once realised the reply was spontaneous. The natives of Ocean Island asked leave to give all their phosphate royalty to patriotic funds and were with difficulty persuaded to limit their gift to £1,000 by the warning of possible future droughts. At a meeting of the labourers of the Pacific Phosphate Company held at Ocean Island, by request of the Gilbert and Ellice employees, it was suggested that each man should give 5*s.* from his deferred pay. The immediate answer was "we want to give all our deferred pay" (amounting to about £15 a head). When the contribution was eventually raised to 10*s.* each, the limit permitted, great disappointment was expressed, and it is known that many of these labourers—who come to Ocean Island purely for the money which they can save—gave a portion of this deferred pay to the patriotic funds of their various Islands after their term of indenture was completed.

There is danger that the response of the natives of this little Colony may lead to a mistaken notion of their wealth. That their contributions to war relief funds may aggregate close on £10,000 simply means that the years 1914 and 1915 yielded abundant crops of copra. They gave all they had, or as much as they were permitted to give, but these were abnormal years, and form no criterion for future taxation. The Gilberts are now faced by a serious drought, and it is probable that the natives will live from hand to mouth for a year or more to come; it may even become necessary to distribute imported food.

Financial Condition of Colony.

That the Colony, in spite of its considerably depleted surplus funds, will eventually regain the comfortable financial position which it held three years ago is not to be doubted. The output of phosphate from Ocean Island at the termination of the War will rapidly rise to, and probably beyond, the former annual quarter of a million tons. The majority of the coconut trees will withstand this drought, as they have withstood many before, but the yield for the next two years will be poor.

For the benefit of the Empire the Colony has been able to provide the funds for the erection and maintenance of a wireless station, and the natives have given, with almost incredible generosity, a sum of equal magnitude to patriotic funds. Their own need lies however in the acquisition of a vessel for the transportation of their sick, and for regular official Island calls. Among other matters of importance awaiting adjustment is the much vexed "Native lands question"; a travelling Commission on lands is to sit in each Island and adjust this intricate problem as soon as a vessel is available.

As already mentioned the erection of a Central Leper Asylum awaits the same end, and, to a less degree, the formation of central isolated areas for the segregation of tuberculosis.

The general observations given under this head in the two previous Annual Reports are recommended to the notice of those interested in the welfare of this Colony.

COLONIAL REPORTS, &c.

The following recent reports, &c., relating to His Majesty's Colonial Possessions have been issued, and may be obtained from the sources indicated on the title page:—

ANNUAL.

No.	Colony, &c.	Year.
885	Weihaiwei	1915
886	Zanzibar	"
887	Fiji	"
888	Sierra Leone	"
889	Turks and Caicos Islands	"
890	Gambia	"
891	Trinidad and Tobago	"
892	Hong Kong	"
893	Ashanti	"
894	Gold Coast	"
895	Malta	1915–1916
896	St. Helena	1915
897	Seychelles	"
898	Bechuanaland Protectorate	1915–1916
899	Gibraltar	1915
900	Bahamas	1915–1916
901	Swaziland	"
902	Somaliland	"
903	Cyprus	"
904	Ceylon	1915
905	Straits Settlements	"
906	Grenada	1915–1916
907	Falkland Islands	1915
908	Bermuda	"
909	Jamaica	1915–1916
910	British Guiana	1915
911	Basutoland	1915–1916
912	Barbados	"
913	Leeward Islands	"
914	Uganda	"
915	British Honduras	1915
916	Mauritius	"
917	Northern Territories of the Gold Coast	1915–1916
918	St. Lucia	1915
919	Nyasaland	"
920	Nigeria	1915
921	East Africa Protectorate	1915–1916

MISCELLANEOUS.

No.	Colony, &c.	Subject.
79	Northern Nigeria	Mineral Survey, 1907-8 and 1908–9.
80	Nyasaland	Mineral Survey, 1908–9.
81	Southern Nigeria	Mineral Survey, 1908–9.
82	Imperial Institute	Rubber and Gutta-Percha.
83	Southern Nigeria	Mineral Survey, 1910.
84	West Indies	Preservation of Ancient Monuments, &c.
85	Southern Nigeria	Mineral Survey, 1911.
86	Southern Nigeria	Mineral Survey, 1912.
87	Ceylon	Mineral Survey.
88	Imperial Institute	Oilseeds, Oils, &c.
89	Southern Nigeria	Mineral Survey, 1913.
90	St. Vincent	Roads and Land Settlement.

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COLONIAL REPORTS—ANNUAL.

No. 958.

GILBERT AND ELLICE ISLANDS.

REPORT FOR 1916-17.

(For Report for 1915–16 see No. 922.)

Presented to Parliament by Command of His Majesty.

June, 1918.

LONDON:
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No. 958.

GILBERT AND ELLICE ISLANDS COLONY.

ANNUAL REPORT FOR 1916–1917.

FINANCIAL.

The total Revenue for the Colony for the year ended 30th June, 1917, was £24,142 7*s.* 1*d.*, being an increase of £1,025 2*s.* 2*d.* on the total for the preceding year.

The principal increases and decreases in Revenue for the period under review are shown in the comparative statement of Revenue for the years 1915–16, 1916–17.

The total Expenditure was £25,166 1*s.* 10*d.*, being a decrease of £7,701 13*s.* 3*d.*, as compared with the year 1915–16, as shown in the comparative statement of Expenditure. The reduction in expenditure for the year under review is due to the completion of the Wireless Station during the previous year, and to savings effected under Public Works Extraordinary.

The total revenue and expenditure for the last four years has been as follows: —

		£	*s.*	*d.*
1913–14	Revenue..	42,791	6	8
	Expenditure	21,615	1	6
1914–15	Revenue..	16,120	11	2
	Expenditure	23,522	2	5
1915–16	Revenue..	23,117	4	11
	Expenditure	32,867	15	1
1916–17	Revenue..	24,142	7	1
	Expenditure	25,166	1	10

The high revenue for 1913–14 is accounted for by the transfer of a sum of £17,164 5*s.* 9*d.* from "Native Island Funds" to "Protectorate Revenue."

Taxation.

The only change in taxation during the year under review has been the imposition of a 12½ per centum *ad valorem* tax on European clothing and materials for the local manufacture of such clothing.

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Comparative Statement of Revenue for the Years 1915–16 and 1916–17.

Estimate.		Head of Revenue.	Revenue for period 1st July, 1916–30th June, 1917.	Revenue for corresponding period previous year.	Increase.	Decrease.
£ s. d.			£ s. d.	£ s. d.	£ s. d.	£ s. d.
5,325 0 0	I.	Customs	8,108 10 1	7,197 9 1	911 1 0	
7,555 0 0	II.	Taxes, &c.	7,332 13 1	5,929 17 10	1,402 15 3	
4,155 0 0	III.	Licences, &c.	4,325 11 0	3,843 11 0	482 0 0	
130 0 0	IV.	Fees of Court, &c.	196 14 0	226 19 6		30 5 6
875 0 0	V.	Post Office	474 0 1	439 12 2	34 7 11	
5,500 0 0	VI.	Royalty on Phosphate	2,516 14 6	2,994 3 2		477 8 8
1,300 0 0	VII.	Interest	1,034 6 0	1,128 18 5		94 12 5
130 0 0	VIII.	Miscellaneous	153 18 4	1,356 13 9		1,202 15 5
£24,970 0 0		Total ..	£24,142 7 1	£23,117 4 11	£2,830 4 2	£1,805 2 0
		Increase ..			£1,025 2 2	

Comparative Statement of Expenditure for the Years 1915–16 and 1916–17.

Estimate.		Head of Expenditure.	Expenditure for period 1st July, 1916–30th June, 1917.	Expenditure for corresponding period previous year.	Increase.	Decrease.
£ s. d.			£ s. d.	£ s. d.	£ s. d.	£ s. d.
40 0 0	I.	Pensions	40 0 0	302 10 0		262 10 0
934 5 8	II.	High Commissioner's Dept.	847 7 8	732 11 9	114 15 11	
2,753 17 9	III.	Resident Commissioner's Dept.	3,054 3 10	2,642 8 1	411 15 9	
3,115 0 0	IV.	District Administration	2,152 0 7	2,490 15 4		338 14 9
3,656 0 0	V.	Police and Prisons	4,001 4 3	3,836 6 8	164 17 7	
175 0 0	V a.	Ocean Island Volunteer Reserve	55 18 4	137 7 1		81 8 9
5,941 9 5	VI.	Medical Dept.	4,817 2 6	4,594 0 7	223 1 11	
285 0 0	VII.	Transport Dept.	195 12 0	821 4 6		625 12 6
788 0 0	VIII.	Postal Dept.	488 2 6	1,064 10 5		576 7 11
727 0 0	VIII a.	Erection of Wireless Station and Special War Expenditure	2,355 9 2	6,765 9 2		4,410 5 8
889 5 3	IX.	Wireless Telegraphy Dept	807 18 1	722 7 11	85 10 2	
217 10 0	X.	Audit Dept.	246 5 9	217 11 7	28 14 2	
1,149 0 0	XI.	Miscellaneous	1,757 2 8	1,248 7 10	508 14 10	
813 0 0	XII.	Public Works Annually Recurrent	626 5 9	684 19 3		58 13 6
	XII a.	Part cost New Vessel		126 5 0		126 5 0
1,125 0 0	XIII.	Public Works Extraordinary	495 3 9	2,350 13 5		1,855 9 8
3,568 0 0	XIV.	Island Administration	3,226 5 0	4,130 0 10		903 15 10
£26,177 8 1		Total ..	£25,166 1 10	£32,867 15 1	£1,537 10 4	£9,239 3 7
		Decrease ..				£7,701 13 3

Statement of Assets and Liabilities on the 30th June, 1916.

	Assets. £ s. d.	Liabilities. £ s. d.
Cash,		
In hand and at Bank	1,721 13 5	
In transit	72 4 0	
Deposits		16,398 12 6
Advances	71 15 10	
Suspense Account	26 16 2	
Unallocated Stores Account ..	12 14 7	
Imprest Account—Investments :—		
Fixed Deposits	500 0 0	
Crown Agents	27,380 17 11	
Banaban royalties	7,455 10 4	
Excess of Assets over Liabilities ..		20,842 19 9
Total	£37,241 12 3	£37,241 12 3

Statement of Assets and Liabilities on the 30th June, 1917.

	Assets. £ s. d.	Liabilities. £ s. d.
Cash,		
In hand and at Bank	2,554 18 2	
In transit	2,461 6 2	
Deposits		22,379 11 1
Advances	1,573 6 9	
Suspense Account		164 10 3
Unallocated Stores Account	44 16 10	
Imprest Accounts—Investments :—		
Fixed Deposits	500 0 0	
Crown Agents	25,429 0 7	
Banaban royalties	9,799 17 10	
Excess of Assets over Liabilities ..		19,819 5 0
Total	£42,363 6 4	£42,363 6 4

TRADE, COMMUNICATIONS, AND AGRICULTURE.

Imports and exports of the Colony are given, as nearly as possible, in the following statements:—

Return of Imports for 1916–17.

Spirits, Wines, Fermented liquors ..	£1,586 0 0
Perfumery and Perfumed spirits ..	690 0 0
Benzine	940 0 0
Kerosene	1,585 0 0
Oils	2,928 0 0
Explosives	305 0 0
Tobacco	5,512 0 0
Jewellery	204 0 0
Drapery	16,042 0 0
Building material	12,822 0 0
Provisions	47,738 0 0
Hardware	20,344 0 0
Miscellaneous	11,700 0 0
Total	£122,396 0 0

The above return shows an increase of £13,613, as compared with the previous year which is due to the rise in price of all goods imported into the Colony.

Return of Exports 1910–11 *to* 1916–17.

Product.	1910–11.	1911–12.	1912–13.	1913–14.	1914–15.	1915–16.	1916–17.
	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.	Tons.
Phosphate	166,695	142,163	188,763	203,433	153,306	128,440	95,688
Value..	£250,000	£213,250	£283,000	£305,000	£229,960	£128,440*	£95,688*
Copra	3,000	2,070	3,500	4,500	5,000	4,795	7,364
Value..	£30,000	£20,700	£35,000	£45,000	£50,000	£54,386	£81,004
Sharkfins	....	....	....	....	....	5 T. 12 C.	3T. 0C. 1.29
Value..						£422	£225

Total Exports for 1916–1917 .. £176,917

* Reduced value, as given by Pacific Phosphate Company, Limited, owing to increased cost of production and rise in freights.

External Communication.

The Wireless Station, opened on Ocean Island in March, 1916, has worked without interruption to date. There has been no change in external communication by sea since the last report was published. The Commonwealth Government is encouraging the importation into Australia of Ocean Island phosphate in view of its value as a fertiliser for the wheat fields; this keeps open fairly regular communication between Australia and Ocean Island.

Internal Communication.

No marked change can be reported. Owing to the serious drought of 1916–17 communication between the Groups and Islands is becoming even less frequent, several trading schooners having been withdrawn from the trade.

Agriculture.

The report which has now been received on the samples of "soil" forwarded to England for analysis shows that the so-called soil consists almost entirely of fragments of coral and small sea shells, and is principally composed of calcium carbonate. It is considered that the first necessity is to improve the physical condition of the soil by the addition of humus and the breaking up of the fragments of coral and shells, and that every kind of organic refuse available in the Islands should be applied, and green manuring by leguminous crops resorted to.

As forecasted in the last Annual Report, a severe drought is being experienced. The drought of 1916–17 will be felt for some years to come and the yield of copra will be considerably reduced during this period. The drought belt has extended from about 2 degrees North to 3 degrees South of the Equator. The three most northerly Islands of the Gilberts have escaped, although their rainfall is considerably below the average; similarly no serious set-back has occurred in the Ellice or Union Groups. Ocean Island has suffered most severely by

far, though fortunately she is not so dependent on native crops as is the case in the Gilberts and Ellice. The occasional light showers from the eastward which have saved the Gilbert Islands from the entire loss of their copra crop are scattered by the wave of heat which rises from the coral pinnacles and worked-out phosphate areas of Ocean Island. Showers are seen to approach the Island and to pass to North and South leaving clear sky overhead. The birds leave the Island in great numbers to derive the benefit of these light rains, while not a drop falls on the Island. Occasionally in the early morning hours a light shower may touch the Island owing to the night's cooling of the pinnacles, but this is of no value to cultivation owing to its absorption in an hour by the rising sun. A few hundred gallons of most precious water may be obtained in tanks and cisterns from roof surface, but no relief is afforded to the scorched and drying trees. It is now over two years since the drought started, the oldest natives compare this to the great drought which is said to have occurred in the early eighties, and which probably lasted about three years. At that time the Island was entirely dependent on the water caves, which dried up after the first year. There was great mortality among the natives, and it is known that female children were put to death at birth—but of this those who survive are somewhat chary to speak. During the latter portion of that severe drought life seems to have been sustained by drinking the vitreous humour of the eye of the flying-fish. In dry weather these flying-fish (which are of a larger variety than those found in the Atlantic) can be caught in great numbers at night. It is said by these natives that only the eye of the flying-fish contains a vitreous humour possessing the quality by which life may be sustained, if the supply is sufficient, in times of drought. Averse though the native is to the use of condensed water (in the condition in which it is supplied for drinking purposes on Ocean Island) the presence of the condensing plant of the Pacific Phosphate Company has been the saving of many lives during the present drought, though a number of deaths from scurvy have resulted from the lack of vegetable food. Fresh vegetables and lime juice are now being imported from Australia by every opportunity.

Experimental gardens are also being prepared, in anticipation of the end of the drought, to test the possibilities of growing a number of tropical vegetables and fruit from seed, suckers, and cuttings which are being obtained from Northern Queensland and from the Solomon Islands. In the past the natives have failed to cultivate quick growing ground crops, such as pumpkins, sweet potatoes, etc., being dependent mainly on coconuts and pandanus; therefore after a drought of any severity they are kept short of vegetable food for a long period. It is probable that both plantains and bananas would thrive with care; the former is unknown here, and the latter confined, in small quantities, to a few of the Gilbert and Ellice Islands.

LEGISLATION.

The power of legislation is vested in the High Commissioner for the Western Pacific, who resides at Fiji. Native rights, including tenure of land, and form of local Government are assured under the constitution of the Colony.

EDUCATION.

In continuation of the remarks made under this heading in the last Annual Report arrangements are now being concluded regarding the increase of Government Grants to Missions to encourage the teaching of English, hygiene, local industries, etc., in the Mission Schools of the London Mission Society and of the Catholic Mission of the Sacred Heart.

The present system of Island Government by the people, as represented by the Native Magistrate and his advisers, is a continuation of the native system of government which existed before the hoisting of the flag. As few changes as possible were made in the personnel of the governing bodies which have, for over twenty years, continued their duties, under an amended code of native laws, in a manner which deserves the highest commendation. A few of the old native Magistrates are still left who rule their people with a firm and just hand. On a recent visit throughout the Islands it was seen that in a short time the necessity would arise for relieving these faithful native officials by a younger generation. Death has already thinned their ranks. The successful filling of these vacancies is a problem with which we are now confronted. Both European and native officials are aware that boys who have spent years on working on Ocean Island, or elsewhere, as labourers, or who have visited Australia before the mast or in the engine room, could not be entrusted with the reins of Government. The admission though sad is none the less true. Contact, in a labouring capacity, with the white overseer, and with white wharf labourers is a most undesirable training for positions of trust and responsibility. The old native officials consider that it is the duty of the Government of the Colony to select a number of youths, preferably the descendants of the old governing bodies, and to train them in a Government institution. These old men further very truly affirm that the day is passing for leaving anything in the nature of full control in the hands of the Native Governing Body. While they consider that the same system of Island Native Administration can be kept up it is essential that the rising generation should lean more on the European officials in charge. This will be a natural result of European Government tuition, but it is realised that in no other way can it be expected that suitable material will be forthcoming.

The above refers to the need for Government education of future officials of the "Native Government." Even more directly does this need apply to the education of boys for the Medical, Police, and Clerical Service of the "Government of the Colony." The Medical Service is especially handicapped by crass ignorance and superstition—the latter so dangerous an element in the Medical Department. Further a considerable portion of the clerical work of the Colony, including storekeepers' duties, etc., which has now to be performed by white officials, could well be entrusted to natives trained in English, shorthand, and elementary accounting.

GOVERNMENT INSTITUTIONS.

The Central Leper station is now under construction at the North end of Tarawa Island. A second much needed institution, namely

an asylum for the insane, is also in course of construction on a site close to the Government Central Hospital at the opposite end of Tarawa.

Progress has been made in cistern capacity for storing rain water both on Ocean Island and at the District Headquarters in the Groups. On Ocean Island especially the need for the continuation of this expenditure for some years to come has been proved by the present drought. In 1913 storage capacity for only 75,000 gallons existed on the Ocean Island Government Station, which has now been increased to 220,000 gallons. This figure should at least be doubled within the next few years. The erection of a salt water pumping station has received approval which will be of benefit to the health of the Government Station.

JUDICIAL.

The following are statistics for the Resident Commissioner's Court for 1916–1917.

Cases heard		126
Imprisoned	20	
Fined	91	
Dismissed	12	
Ordered to make thatch (women) ..	3	
	126	126

No sentences of death were carried out during the year under review. A revised code of Native Laws has been accepted by the native Governments of every Island and is now in operation.

Prisoners serving sentences of six months or over are transferred from their islands to the main gaols at Tarawa and Ocean Island the average number of prisoners in these two gaols is about 90.

VITAL STATISTICS.

The following table gives the birth and death rate for 1916–17 as contrasted with similar returns for the past three years :—

Gilbert Islands.

	1913–14.	1914–15.	1915–16.	1916–17.
Births ..	891	773	817	701
Deaths ..	734	967	626	628
Ellice Islands.				
Births ..	161	—	142	136
Deaths ..	155	—	100	94

At Ocean Island there has been an increase in the death-rate, mainly owing to the serious drought. Since the close of the year under review a considerable number of Banabans (Ocean Islanders) have died in spite of the efforts made by the Government by the importation of fresh vegetables, limejuice, etc.

Referring to the remarks made under this head in the Report for 1912–14, steps have now been taken to prevent the northern spread of elephantiasis from the Samoan Group. Ordinance No. 6 of 1917, provides for medical inspection for microfilaria for all persons wishing to travel from Samoa to this Colony.

A considerable amount of research work in connection with pulmonary tuberculosis, and in the use of salvarsan, or equivalent preparations, in filariasis, has been undertaken by the Medical Department, which has received the commendation and encouragement of members in England of the Advisory Medical and Sanitary Committee for Tropical Africa. A substitute for salvarsan is now being obtained from Japan. The necessity for constant supply of this valuable preparation is still urgent, both in cases of syphilis and yaws.

POSTAL SERVICE.

The Postal Service is still a most difficult problem, due principally to the scattered nature of the islands of this Colony, and to the shortage of shipping and absence of a Government vessel.

The chief postal centres are at Ocean Island, Tarawa, Abemama, Beru, and Funafuti.

Ocean Island is the Headquarters of the Colony, whilst Tarawa is the chief distributing centre for the Gilbert, Ellice, and Union Groups. European officials stationed on the Islands which are the headquarters of the separate Districts, act as Postmasters, whilst, at the remaining islands, postal duties are performed, with one exception, by the Native Government island scribes.

The Imperial Postal Order Service has been extended to this Colony, in addition to the existing Money Order Service with the Commonwealth of Australia, through whose agency money can be remitted to various parts of the world.

During the year 76 mails were despatched from Ocean Island as follows:—26 to Australia, 21 to Nauru, 9 to Gilbert Group, 8 to Japan, 12 to England.

GENERAL OBSERVATIONS.

(*a*) This Colony, in common with others, has suffered from the effects of the War, but more from inability to progress than to actual loss of trade, except as regards the greatly reduced output of phosphate from Ocean Island. Without facility of inter-island communication little can be done to improve conditions; the greatest want is still the lack of a Government vessel. Conditions, however, might well be worse at such a time; the need for phosphate of lime in Australia, and in Japan, has resulted in a steady though reduced output from Ocean Island. That this fertiliser is in great demand is sufficiently proved by vessels coming such distances as from Sydney or from Yokohama, to load at Ocean Island and Nauru.

The copra of the Gilbert and Ellice Groups has not been allowed to waste, though considerable difficulty is experienced in getting bottoms to transport it to Sydney.

(*b*) The cost of living has become a serious matter for Europeans and Asiatics resident in the Colony, but for the native little beyond the inconvenience of doing without some Western luxuries has been felt. In two islands in the Southern Gilberts it has been necessary to grant Government relief, both by the temporary abolition of direct taxation and by the importation of free rice. This, however, is solely due to the drought.

(*c*) The splendid response made by the native community of this small Colony to War relief funds has necessarily been somewhat checked of late by the effects of the drought. The following sums have been remitted to England up to 30th June, 1917.

	£	*s.*	*d.*
Prince of Wales National Relief Fund	8,260	12	5
Belgian Relief Fund	1,932	9	1
Lord Kitchener's Memorial Fund ..	377	15	3
Total	£10,570	16	9

In the islands unaffected by drought donations are still coming in; these mostly take the form of gifts of copra. Owing to the patriotism of Messrs. Burns Philp and Company and of the Samoa Shipping and Trading Company the best price is given to the Government for War Fund copra, and by the courtesy of the Bank of New Zealand in Sydney, the sums realised are remitted to England at par.

(*d*) The question of a "Native Lands Commission" has received further consideration during the past year. Every native in the Colony is a landowner from birth, and land forms the only asset of importance to the native. He will give his last shilling to any relative or friend in need, but he will go to unscrupulous lengths to increase his land holding. Money comes and money goes, but the land remains; droughts may keep back the yield, but if sufficient land remains in the family there is no care for the future. Owing partly to the hoisting of the Flag before final ownership of land, as the result of the latest wars, had been decided in accordance with native custom, the land registers—prepared by the early European officials of the Protectorate—are in an involved state, and do not give general satisfaction.

(*e*) Interesting investigations in Marine Zoology have lately been carried out within this Colony by a professor from the Swedish University of Upsala.

E. C. Eliot,
Resident Commissioner.

COLONIAL REPORTS, &c.

The following recent reports, &c., relating to His Majesty's Colonial Possessions have been issued, and may be obtained from the sources indicated on the title page:—

ANNUAL.

No.	Colony, &c.	Year.
924	Weihaiwei	1916
925	Zanzibar	,,
926	Fiji	,,
927	Turks and Caicos Islands	,,
928	Cayman Islands	1915–1916
929	Seychelles	1916
930	Trinidad and Tobago	,,
931	Gibraltar	,,
932	Bahamas	1916–1917
933	St. Helena	1916
934	Ceylon	,,
935	Malta	1916–1917
936	Gambia	1916
937	British Guiana	,,
938	Falkland Islands	,,
939	Sierra Leone	,,
940	Straits Settlements	,,
941	Cyprus	1916–1917
942	Grenada	,,
943	Jamaica	,,
944	Somaliland	,,
945	Swaziland	,,
946	Nigeria	1916
947	Basutoland	1916–1917
948	Gold Coast	1916
949	Ashanti	,,
950	Bechuanaland Protectorate	1916–1917
951	Barbados	,,
952	Leeward Islands	,,
953	St. Vincent	,,
954	Uganda	,,
955	Nyasaland	,,
956	Northern Territories of the Gold Coast	1916
957	British Honduras	,,

MISCELLANEOUS

No.	Colony, &c.	Subject.
79	Northern Nigeria	Mineral Survey, 1907–8 and 1908–9.
80	Nyasaland	Mineral Survey, 1908–9.
81	Southern Nigeria	Mineral Survey, 1908–9.
82	Imperial Institute	Rubber and Gutta-percha.
83	Southern Nigeria	Mineral Survey, 1910.
84	West Indies	Preservation of Ancient Monuments, &c.
85	Southern Nigeria	Mineral Survey, 1911.
85	Southern Nigeria	Mineral Survey, 1912.
87	Ceylon	Mineral Survey.
88	Imperial Institute	Oilseeds, Oils, &c.
89	Southern Nigeria	Mineral Survey, 1913.
90	St. Vincent	Roads and Land Settlement.

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COLONIAL REPORTS—ANNUAL.

No. 995.

GILBERT AND ELLICE ISLANDS.

REPORT FOR 1917-18.

(For Report for 1916–17 see No. 958.)

Presented to Parliament by Command of His Majesty.
May, 1919.

LONDON:
PUBLISHED BY HIS MAJESTY'S STATIONERY OFFICE.

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No. 995.

GILBERT AND ELLICE ISLANDS COLONY.

ANNUAL REPORT FOR 1917–18.

FINANCIAL.

The total Revenue of the Colony for the year ended 30th June, 1918, was £26,098 7*s.* 2*d.*, being an increase of £1,956 0*s.* 1*d.* on the total for the preceding year.

The principal increases and decreases in Revenue for the period under review are shown in the comparative statement of revenue for the years 1916–17 and 1917–18.

The total expenditure was £27,500 19*s.* 0*d.*, being an increase of £2,334 17*s.* 2*d.*, as compared with the year 1916–17, as shewn in the comparative statement of expenditure. The increase is due to the greatly increased cost of Police and Medical rations, and also unforeseen expenditure on "drought relief measures" in the Southern Gilberts.

The total revenue and expenditure for the last five years have been as follows :—

	Revenue.			Expenditure.		
	£	*s.*	*d.*	£	*s.*	*d.*
1913–14	42,791	6	8	21,615	1	6
1914–15	16,120	11	2	23,522	2	5
1915–16	23,117	4	11	32,867	15	1
1916–17	24,142	7	1	25,166	1	10
1917–18	26,098	7	2	27,500	19	0

The high expenditure of 1915–16 is due to the cost of the erection of the Ocean Island Wireless Station being borne from local funds.

Taxation.

Additional taxation imposed during the year under review includes the following :—

Receipt stamp duty. Postal war surtax of one penny. Extension of capitation tax to include females employed in salaried positions. Licences for auctioneers, commission agents, insurance company or agency. Increase in store licence for Ocean Island ; licences for dealing in wines, spirits, and malt liquors, firearms, ammunition, and explosives. Cycle and motor tax. Steamer recruiting licences.

(C558) Wt. 1/155. 1,000 & 90. 10 B.&F.,Ltd. Gp.11/2.

COMPARATIVE STATEMENT OF REVENUE FOR THE PERIOD 1ST JULY, 1917, TO 30TH JUNE, 1918.

Estimate. £ s. d		Head of Revenue.	Revenue for 1st July, 1917, to the 30th June, 1918. £ s. d	Revenue for corresponding period previous year. £ s. d	Increase. £ s. d	Decrease. £ s. d
8,170 0 0	I.	Customs	9,714 12 0	8,108 10 1	1,606 1 11	
7,238 0 0	II.	Native Taxes	8,282 18 8	7,332 13 1	950 5 7	
4,510 0 0	III.	Licences, &c.	4,067 11 2	4,325 11 0		257 19 10
180 0 0	IV.	Fees of Court	190 10 0	196 14 0		6 4 0
925 0 0	V.	Post Office	556 5 6	474 0 1	82 5 5	
3,000 0 0	VI.	Royalty on Phosphate	2,092 13 0	2,516 14 6		424 1 6
1,000 0 0	VII.	Interest	1,098 3 3	1,034 6 0	63 17 3	
110 0 0	VIII.	Miscellaneous	95 13 7	153 18 4		58 4 9
£25,133 0 0		Total ..	£26,098 7 2	£24,142 7 1	£2,702 10 2	£746 10 1
		Increase ..			£1,956 0 1	

COMPARATIVE STATEMENT OF EXPENDITURE FOR THE PERIOD 1ST JULY, 1917, TO 30TH JUNE, 1918.

Estimate. £ s. d		Head of Expenditure.	Expenditure for period 1st July, 1917, to 30th June, 1918. £ s. d	Expenditure for corresponding period previous year. £ s. d	Increase. £ s. d	Decrease. £ s. d
209 6 1	I.	Pensions	310 12 6	40 0 0	270 12 6	
961 16 3	II.	High Commissioner's Dept.	710 5 7	847 7 8		137 2 1
2,014 16 8	III.	Resident Commissioner's Dept.	1,356 16 10	3,054 3 10		1,697 7 0
812 7 9	IV.	Treasury and Customs Dept.	770 10 9		770 10 9	
3,023 14 5	V.	District Administration	2,544 2 6	2,152 0 7	392 1 11	
3,582 10 0	VI.	Police and Prisons Dept.	5,051 3 9	4,001 4 3	1,049 19 6	
150 0 0	VII.	Ocean Island Volunteer Reserve	84 18 3	55 18 4	28 19 11	
5,841 6 5	VIII	Medical Dept.	6,155 3 10	4,817 2 6	1,338 1 4	
230 0 0	IX.	Transport Dept.	121 1 1	195 12 0		74 10 11
793 0 0	X.	Postal Dept.	645 11 9	488 2 6	157 9 3	
948 5 3		(1916–17 Erection of Wireless Station and Special War Expenditure)		2,355 9 2		2,355 9 2
217 10 0	XI.	Wireless Telegraph Dept.	838 15 0	807 18 1	30 16 11	
1,391 0 0	XII.	Audit Dept.	178 6 8	246 5 9		67 19 1
1,093 0 0	XIII.	Miscellaneous	3,045 9 9	1,757 2 8	1,288 7 1	
	XIV.	Public Works Annually Recurrent	948 16 9	626 5 9	322 11 0	
1,250 0 0	XV.	Public Works Extraordinary	1,762 2 8	495 3 9	1,266 18 11	
3,568 0 0	XVI.	Island Administration	2,977 1 4	3,226 5 0		249 3 8
£26,086 12 10		Total ..	£27,500 19 0	£25,166 1 10	£6,916 9 1	£4,581 11 11
		Increase ..			£2,334 17 2	

Statement of Assets and Liabilities on the 30th June, 1917.

	Assets. £	s.	d.	Liabilities. £	s.	d.
Cash,						
In hand and at Bank	2,554	18	2			
In transit	2,461	6	2			
Deposits				22,379	11	1
Advances	1,573	6	9			
Suspense Account				164	10	3
Unallocated Stores Account ..	44	16	10			
Investments:—Fixed Deposits ..	500	0	0			
Crown Agents	25,429	0	7			
Banaban royalties	9,799	17	10			
Excess of Assets over Liabilities ..				19,819	5	0
Total ..	£42,363	6	4	£42,363	6	4

Statement of Assets and Liabilities on the 30th June, 1918.

	Assets. £	s.	d.	Liabilities. £	s.	d.
Cash,						
In hand and at Bank				2,489	19	1
In transit				2	0	0
Deposits				17,123	17	4
Advances	43	15	2			
Suspense Account				254	18	7
Unallocated Stores Account ..	4	19	7			
Investments:—Fixed Deposits ..	500	0	0			
Crown Agents	25,429	0	7			
Banaban royalties	12,099	12	10			
Fakaafu Natives	210	0	0			
Excess of Assets over Liabilities ..				18,416	13	2
Total ..	£38,287	8	2	£38,287	8	2

TRADE AND AGRICULTURE.

Imports and Exports are given, as accurately as possible, in the following statements:—

Return of Imports for 1917–18.

Spirits, Wines, Fermented Liquors ..	£1,464	0	0
Perfumery and Perfumed Spirits ..	243	0	0
Benzine	1,010	0	0
Kerosene	6,027	0	0
Oils	2,984	0	0
Explosives	281	0	0
Tobacco	4,536	0	0
Jewellery	56	0	0
Drapery	7,662	0	0
Building Material	7,415	0	0
Provisions	38,487	0	0
Hardware	11,297	0	0
Miscellaneous	9,182	0	0
	£90,644	0	0

The above return shows a decrease, as compared with the previous year, amounting to £31,752.

Return of Exports 1911–12 *to* 1917–18.

Product.	1911–12.	1912–13.	1913–14.	1914–15.	1915–16.	1916–17.	1917–18.
Phosphate	Tons. 142,163	Tons. 188,763	Tons. 203,433	Tons. 153,306	Tons. 128,440	Tons. 95,688	Tons. 82,845
Value..	£213,250	£283,000	£305,000	£229,960	£128,440	£95,688	£82,845
Copra	2,070	3,500	4,500	5,000	4,795	7,364	5,485
Value..	£20,700	£35,000	£45,000	£50,000	£54,386	£81,004	£63,465
Sharkfins	....	....	....	....	5 T. 12 C.	T.c.q. lb. 3.0.1. 29	T.c.q. lb. 1.11.0.16
Value..					£422	£422	£125
Total Exports for 1917–18 .. £146,435							

Agriculture.

Referring to the latter portion of the report under this head for 1916–17, experimental gardens have been started at Ocean Island, and also at Tarawa. The serious drought, referred to in the last two Annual Reports, broke at the end of May, 1918. At the date of writing (October, 1918), plentiful rains have fallen for some five months, and the marvellous powers of recuperation of tropical vegetation are again shown. Thousands of full-bearing coconut trees have been killed on Ocean Island alone. Those of from 15 to 25 or 30 years of age have weathered the drought better than those of riper age which would still have borne fruit for several more decades in normal seasons. The life of the coconut may—at least in these latitudes—be well compared with that of man. From infancy to full-bearing (something under 15 years) they are susceptible to weather conditions, while from 30 years onward—well up to three score years and ten, and often to a century—they will continue to bear under favourable conditions; the "period of greatest" vitality and resisting power of the tree is from 15 to 30 years of age.

The following food plants and fruits have made a good start at the Ocean Island Experimental Station, viz.: Sugar-cane, bananas, maize (of several varieties), millet, ground-nut, pumpkins (of various kinds), water melons, arrowroot, sweet potatoes, ginger, peas, and beans of several sorts, and quantities of pineapples. It is to be regretted that root vegetables are the most difficult to cultivate here, probably owing to the want of depth of soil, and to the lack of nutritive powers of the phosphate which lies immediately below the top soil. This phosphate deposit, so rich in fertilising properties after treatment as "super phosphate"—that is by the admixture of sulphuric acid—is not only useless, but actually detrimental to cultivation in its crude or fossilised form. It is probable that similar experiments which are being carried out at Tarawa will prove that the capabilities of the sandy soil of the coral atolls of the Gilbert and Ellice Islands are widely divergent from that of Ocean Island.

The islands throughout the Colony are being replanted with coconuts and pandanus to replace the serious losses of these food-bearing trees during the late drought.

LEGISLATION.

The remarks made under this head in the previous report still apply. It is probable that it is not expedient to consider any change while the War lasts. It should be borne in mind that the late Protectorate was formed into a Colony in 1915, and that the consideration of the constitution of the Colony and method of administration has been left over until normal times again prevail. In the meantime, this new Colony is administered in the same manner as heretofore, the only change being that legislation is now by "Ordinance" instead of by "King's Regulation."

The more important Ordinances passed within th ear are :

Ocean Island Defence Force Ordinance ..	1917
Public Holidays (Labour) Ordinance ..	1917
Additional Revenue Ordinance	1917
Licences (Amendment) Ordinance	1917
Native Lands Ordinance	1917
Fanning Island Defence Force Ordinance ..	1918
Native Medical Practitioner Ordinance ..	1918

EDUCATION.

In continuation of the remarks made under this head in the last Annual Report, it has not, as yet, been found possible to start the proposed Government Training School for Natives at Tarawa. The suggestion has, however, been favourably received and considered and is to be kept in view for early further consideration. Evidence has not been wanting of late that the native community is most anxious that the Government should take up this matter of the education of their children, which is instanced by a late request from the natives of the Ellice Islands for a Government school in that Group. It is probable that a branch of the proposed Government school should be extended to the Ellice Islands in time, but that Tarawa should be the seat of the central institution, which will be open to natives from all parts of the scattered Colony.

Some little headway is being made by the Missions in the teaching of English, simple hygiene, etc., but the lack of European instructors in the Protestant Mission, and the slight knowledge of English possessed by most of the Fathers and Brothers of the Catholic Church, is a serious obstacle to the teaching of the former. A number of the Catholic Sisters speak English, however, and carry on most praiseworthy work ; a notable instance of this is now in evidence on Ocean Island.

English "night classes" are still continued by the Government on Ocean Island and Tarawa, and are well attended by members of the

Police Force, medical students, etc. Attendance is not compulsory, and it is therefore clear that the natives realize the increasing need for acquiring some knowledge of the English language.

GOVERNMENT INSTITUTIONS.

In continuation of the remarks under this head in the last Annual Report, the erection of the Central Leper Asylum on the Island of Tarawa has now been completed. It has not as yet been found possible to collect the lepers from the other islands, owing to the lack of a Government vessel. Efforts are being made to charter a leper vessel from Australia, failing which it has been suggested that the services of the Government vessel in the Solomons might be loaned for this purpose.

The asylum for insane natives is in use.

The building of much needed new Government offices on Ocean Island has been postponed owing to the present prohibitive price of building material in Australia.

The Ocean Island Wireless Station has worked uninterruptedly under the able management of the Engineer Officer in Charge.

A suggestion has been put forward for an improved Government Hospital for Ocean Island, and for a waterborne drainage system for the native villages and Government Station. The continuance of the presence of dysentery on Ocean Island is causing anxiety. The native death rate is far too high on this island, especially among the resident population, as opposed to native imported labour.

A Government District Officer has been appointed to the charge of Fanning and Washington Islands, which will necessitate further expenditure on Government buildings. Previously the superintendent of the Pacific Cable Board acted as the Representative of the Government in those remote islands.

JUDICIAL.

Statistics for the Resident Commissioner's Court for Ocean Island, for 1917–18, are as follows :—

Cases heard		247
Fines	159	
Imprisoned	24	
Dismissed	64	
Floggings	nil	
	247	247

One sentence of death was carried out during the period under review. The District returns of sentences from Out Stations show a slight decrease in crime, as compared with previous years.

VITAL STATISTICS.—*Births and Deaths.*

Gilbert Group.

Name of Island.	*Population.*	*Births.*	*Deaths.*
Ocean Island	1,100	25	63
Tarawa	2,193	55	38
Marakei	1,377	57	44
Makin	576	33	17
Butaritari	1,133	44	64
Abaiang	2,246	32	28
Maiana	1,310	26	27
Onotoa	1,800	63	54
Beru	2,135	81	58
Nikunau	1,850	62	49
Arorae	1,365	66	38
Tamana	929	35	48
	18,014	579	528

No returns have been received from the five islands of the Central Gilberts.

The high death-rate on Ocean Island is largely due to the unnatural conditions under which natives live, and to the use of European foodstuffs. The low birth-rate is due to the scarcity of wives among the Company's labourers.

Ellice Group.

Name of Island.	*Population.*	*Births.*	*Deaths.*
Nanomea	699	25	12
Nanumaga	355	48	24
Niutao	541	31	14
Vaitupu	557	31	18
Nui	340	15	15
Nukufetao	270	10	7
Funafuti	369	11	5
	3,131	171	95

Fanning Island reported 17 births and only three deaths.

It has not been found possible to obtain returns from the distant Union Group.

RAINFALL.

The rainfall recorded at Ocean Island for the last five years shows the remarkable variation on the Line Islands.

	Inches.
1913–14	131·06
1914–15	137·85
1915–16	18·41
1916–17	6·63
1917–18	26·62

The drought broke in May, 1918, and in the last two months of the year some 20 inches were recorded.

POSTAL SERVICE.

A war surtax of one penny has been imposed throughout the Colony for local and foreign letter post.

The inter-island postal service is irregular owing to the lack of a Government steamer, and the erratic and infrequent calls by trading vessels.

POLICE.

The Armed Native Constabulary Force has kept up its high standard, and sent half their members to the front in June last. No difficulty was experienced in filling the vacancies.

The Native Island Police Force (unarmed) have continued to give efficient service.

A Compulsory Service Section has been found necessary for the Fanning Island Defence Force.

GENERAL.

(*a*) In continuation of the remarks made in the last Annual Report with reference to the proposed "Native Lands Commission," some useful preliminary work has been carried out on the Island of Tarawa, but further work is in abeyance pending the legalisation of the draft Ordinance which has been prepared to give effect to the findings of the Commission. Great interest is being displayed by the natives, and it is hoped that the Commission will soon be able to commence its sittings in each island.

(*b*) During the year under review, donations to War Funds have risen from £10,500 to £12,250. The effects of the late drought are now being felt by the natives, and the greatly increased cost of living by the whites. Further contributions in copra are still coming in from the natives, and will be increased—if the War and the need continue—as soon as the output of copra revives owing to the plentiful rains which have fallen since May last. Relief measures have been necessary in a few of the Southern Gilbert Islands, but the Islands, as a whole, have shown a good spirit by fulfilling their obligation to the Government to the extent of furnishing nine-tenths of their land tax (paid in copra) in addition to War Fund contributions. Had it not been for this serious drought, which lasted from 1915 to 1918, the response to War Funds from native sources would have appeared as a finer testimony to the patriotism of these islanders. Those who know the serious effects of the drought can best realize how great a sacrifice has been made for the Empire.

(*c*) A contingent of one officer and twenty-five non-commissioned officers and men of the Colony Police Force left on Active Service, and have been in training in New Zealand with the Maories. The whole of the Native Police Force volunteered for Active Service at the time when the war telegrams, early in 1918, appeared to justify the forwarding of their application. The selection and rejecting of candidates led to keen excitement and to bitter disappointment.

Two more European officials left for the Front during the year, and the staff is now reduced to the lowest possible number. Twenty-seven English and Australians have left the Colony for Active Service since the outbreak of war.

(*d*) The Pacific Phosphate Company have managed to continue their operations on Ocean Island, owing to the demand for phosphate of lime for Australian wheat crops. It has, however, been a difficult matter to obtain the necessary vessels. Messrs. Burns, Philp and Company have also kept up their quarterly visits to the Gilberts and Marshalls, and have subsidiary auxiliary power schooners as "feeders" for their quarterly trunk vessel.

(*e*) One matter is in urgent need of settlement between the Government and the Missions, namely, the attitude to be adopted towards "Native singing and dancing." It has been found by the local Government that no recreation can be devised for the natives—as a community—to take the place of their dancing. Dancing has therefore always received Government sanction when carried on under the supervision of the Native Government officials, though it has been our endeavour to eradicate what is immoral from the native songs. The Missions, especially the London Mission Society have, in the person of their local representatives, denounced all native dancing in the Gilbert Islands as wrong, and have prohibited their members from taking any part therein.

In the Ellice Group on the other hand, which is controlled by the Samoan branch of the Mission, dancing is freely indulged in and does not appear to be prohibited by the Mission to the same extent as in the Gilbert Group.

(*f*) The use of seaplanes as a means of island inspection and postal communication would be a great boon to the Colony. The many islands of the three groups lie on an average, 50 miles apart, though there is a break of 190 miles between the Gilbert and Ellice groups, and 500 miles between the Ellice and Union Groups. The majority of the islands possess lagoons where landing could safely be effected in rough weather. It is probable that in few parts of the Empire could air service accomplish more than in this scattered Colony. It is true that there would be little hope of rescue by vessels in the event of a mishap, but the possible alighting points are regularly distributed from the most northerly island of the Gilberts to the most southerly of the Ellice Group.

COLONIAL REPORTS, &c.

The following recent reports, &c., relating to His Majesty's Colonial Possessions have been issued, and may be obtained from the sources indicated on the title page:—

ANNUAL.

No.	Colony, &c.	Year.
964	Seychelles	1917
965	Weihaiwei	,,
966	Fiji	,,
967	Solomon Islands	1917–1918
968	Grenada	,,
969	Turks and Caicos Islands	1917
970	Northern Territories of the Gold Coast	,,
971	Ceylon	,,
972	Hong Kong	,,
973	Zanzibar	,,
974	St Helena	,,
975	Malta	1917–1918
976	British Guiana	1917
977	St. Vincent	1917–1918
978	Bahamas	,,
979	Gambia	1917
980	Jamaica	1917–1918
981	Gibraltar	1917
982	Bermuda	,,
983	Swaziland	1917–1918
984	Trinidad	1917
985	Mauritius	,,
986	Cyprus	1917–1918
987	Bechuanaland Protectorate	,,
988	East Africa Protectorate	1916–1917
989	Barbados	1917–1918
990	Sierra Leone	,,
991	Straits Settlements	1917
992	Leeward Islands	1917–1918
993	Uganda	,,
994	British Honduras	1917

MISCELLANEOUS.

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79	Northern Nigeria	Mineral Survey, 1907–8 and 1908–9.
80	Nyasaland	Mineral Survey, 1908–9.
81	Southern Nigeria	Mineral Survey, 1908–9.
82	Imperial Institute	Rubber and Gutta-percha.
83	Southern Nigeria	Mineral Survey, 1910.
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86	Southern Nigeria	Mineral Survey, 1912.
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COLONIAL REPORTS—ANNUAL.

No. 1038.

GILBERT AND ELLICE ISLANDS.

REPORT FOR 1918-19.

(For Report for 1917–18 see No. 995.)

Presented to Parliament by Command of His Majesty.
July, 1920.

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1920.

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No. 1038.

GILBERT AND ELLICE ISLANDS.

ANNUAL GENERAL REPORT FOR 1918–19.

I.—GENERAL OBSERVATIONS.

The war fund subscription lists have now been closed and the total contributions made through the Government have been as follows —

	£	s.	d.
Prince of Wales National Relief	9,035	11	10
Belgian Relief Fund	1,932	9	1
Lord Kitchener Memorial Fund	426	18	5
St. John of Jerusalem and British Red Cross	1,097	16	0
Australian War Funds	121	11	0
Total	£12,614	6	4

Of the above sum over £11,000 was donated by natives. It should be mentioned that the majority of the white residents have their homes in Australia, and that donations were made by them to Australian funds otherwise than through the local Government.

Out of a total white population of about 200, over 40 proceeded on active service. These included a number of the employees of the Pacific Phosphate Company, all the Government officials (five in number) who obtained permission to proceed and who passed the medical test, and several French priests of the Roman Catholic Mission of the Sacred Heart. A small number made the supreme sacrifice.

An Ordinance of the Colony has now been passed providing for a Commission on Native Lands which will determine this difficult question, which has led to friction between families and communities.

Progress has also been made towards a settlement of the question of native dancing which is referred to in the last report. To those ignorant of native life in the Pacific this question of dancing may sound trivial. This is not so; dancing—which includes singing—is the national recreation, and is further the channel through which the history of the race is handed down. Abolish the song and dance and the past history of the race is for ever lost.

The Colony is faced with the need for a considerable increase in taxation. Plentiful rains have fallen since the break of the drought in 1918 and the yield of copra is improving; the phosphate industry at Ocean Island is also reviving. These are the main sources of wealth.

To date we have been spared the ravages of influenza which took such a heavy native toll in the more southerly Pacific groups.

Vaccination was carried out throughout the islands, the natives willingly subjecting themselves to the precaution. An acknowledgment of the willing co-operation, at some financial sacrifice, of shipping firms trading between Australia and these Islands, also between Samoa and the Ellice group, is here recorded, but chiefly are we indebted to Dr. Gould, of Ocean Island, who, by his forethought and untiring efforts as Medical Officer of Health, staved off the danger which closely threatened the Island on several occasions. For the time Ocean Island was the only port of entry for the Colony, as Tarawa in the Gilbert Group and Funafuti in the Ellice were closed as ports of entry owing to the lack of Medical Officers

Owing to the lack of communication following the wreck of Messrs. Burns Philp's Island vessel on the Abemama reef in September, 1919, it has been found impossible to obtain the usual vital statistics from the Ellice Group and from a number of islands in the Gilberts. From the returns received (from eight islands only) a slight increase of births over deaths is shown. The question of infant mortality is receiving closer consideration. Many infants die from lack of natural or suitable feeding, and tinned or preserved milks are both costly and difficult to obtain. If traders would encourage the sale of milk in preference to that of useless scents and other unnecessary and undesirable European luxuries it would be the means of saving many young lives.

The Colony lost the services of the European Medical Officer during the year, but the Tarawa Central Hospital is still full of patients owing to the confidence inspired by Native Medical Practitioner Sowani.

II.—GOVERNMENT FINANCE.

The total revenue of the Colony for the year ended 30th June, 1919, was £24,449 14*s.* 7*d.*, being a decrease of £1,648 12*s.* 7*d.* on the total for the preceding year. The decrease is mainly due to a fall of some £1,470 in the Customs receipts.

The total expenditure was £30,734 5*s.* 0*d.*, being an increase of £3,233 6*s.* 0*d.*, as compared with the year 1917–18. Of this increase some £2,600 refers to District Administration and was due to the necessity for chartering vessels in the absence of a Government steamer. Increases under Island Administration, amounting to some £1,021, were due to balances of previous years having lapsed, and to high prices of all commodities.

The total revenue and expenditure for the last six years has been as follows:—

	Revenue.			Expenditure.		
	£	*s.*	*d.*	£	*s.*	*d.*
1913–14	42,791	6	8	21,615	1	6
1914–15	16,120	11	2	23,522	2	5
1915–16	23,117	4	11	32,867	15	1
1916–17	24,142	7	1	25,166	1	10
1917–18	26,098	7	2	27,500	19	0
1918–19	24,449	14	7	30,734	5	0

(685) Wt.32796/354. 1,250. 8.20. G.11/14.

No additional taxation was imposed during the year under review. As the expenditure exceeded the revenue by over six thousand pounds proposals are now under consideration to provide for the ever increasing cost of all materials, rations, etc., and to replenish the surplus balances which have become depleted during the war period.

Statement of Assets and Liabilities on the 30th June, 1919.

	Assets. £	s.	d.	Liabilities. £	s.	d.
Cash,						
In hand and at Bank (including Crown Agents balance of £875 14s. 3d.) ..	1,037	1	4			
In transit				1,148	8	6
Deposits				27,116	12	6
Advances	43	6	8			
Suspense Account	156	0	6			
Unallocated Stores Account	100	16	10			
Investments :—Fixed Deposits ..	500	0	0			
Crown Agents	25,429	0	7			
Banaban Royalties	13,030	17	10			
Fakaafu Natives	100	0	0			
Excess of Assets over Liabilities ..				12,132	2	9
Total ..	£40,397	3	9	£40,397	3	9

III. TRADE, AGRICULTURE, AND INDUSTRY.

Imports and Exports are given, as accurately as possible, in the following statements :—

Return of Imports for 1918–19.

Spirits, Wines, Fermented Liquors ..	£1,598	0	0
Perfumery and Perfumed Spirits ..	493	0	0
Benzine	1,476	0	0
Kerosene	7,196	0	0
Oils	3,104	0	0
Tobacco	5,273	0	0
Jewellery	83	0	0
Drapery	8,636	0	0
Building Material	6,827	0	0
Provisions	39,978	0	0
Hardware	9,211	0	0
Miscellaneous	8,476	0	0
	£92,351	0	0

Return of Exports 1913–14 *to* 1918–19.

Product	1913–14 Tons.	1914–15 Tons.	1915–16 Tons.	1916–17 Tons.	1917–18 Tons.	1918–19 Tons.
Phosphate	203,433	153.306	128,440	95,688	82,845	78,683
Value ..	£305,000	£229,960	£128,440	£95.688	£82,845	£78,683
Copra	4,500	5,000	4,795	7,364	5,485	5,000(app.)
Value ..	£45,000	£50,000	£54,386	£81,004	£63,465	£60,000 ,,
Sharkfins	....	....	T. c. 5 12	T.c.q.lb. 3. 0. 2. 1	T.c.q.lb. 1.11.0.16	4T. (app.)
Value ..	....	....	£422	£422	£125	£500 ,,

Total Exports for 1918–19 (approx.), £139,183.

It is believed that a fibre industry might be made a profitable business in the Gilbert and Ellice Groups. It has often been said (by copra traders) that the husk of a nut ripe enough for copra is too old for making the best fibre, and that the two enterprises would therefore be in conflict. It is, however, well known locally that the nuts broken out by the vast majority of natives to-day are too young for the best copra, and that if the present grade satisfies the firms there is every reason to believe that the husk is not too old for fibre. In times of drought, when copra is scarce, the husk at present thrown away or burned would be a welcome source of revenue to natives and trading firms.

Altogether apart from copra making, great numbers of young nuts in the Gilberts, and far more in the Ellice Islands, are used daily for drinking. It would cost little to have these husks brought to a fibre station, and the capital outlay on machinery and baling plant would not be very great in view of the profits of such an industry. The market price per cwt. of clean Ceylon fibre in Sydney averages about 18*s*. Mattress makers and other consumers state that there is room for a great increase in supply, that the Pacific fibre is (or has the chance of being) of a higher grade than that of Ceylon, but that its drawback up to date has been its dirtiness. Proper plant is needed for the combing and cleaning process; in Honolulu this has been realised and a thriving industry is now established there. There should be good possibilities in this Colony; the question of freights would present a difficulty as there are hardly enough bottoms for the copra carrying of the Group alone, but this is not an insuperable obstacle.

The Islands as a whole have recovered from the serious drought of 1915–18 although one or two units are still backward. It is not feared that the trees killed off will seriously reduce production as native plantations are usually overcrowded. Replanting of desolated areas has been taken in hand. Next year's crops will probably suffer from an over supply of rain; nuts ripen slowly in grey weather and lack of sunlight makes copra-drying difficult.

There is less unused land in the Gilberts than would appear at first sight. Where possible the native has planted his trees, but there are two sorts of soil on which they will not grow:—(a) the so-called "riburibu" areas which consist of reef mud deposits, silted over a

foot or two of sand, and (b) the rock areas, where hard shelves of conglomerate are overlaid by about three feet of sand. The latter are plentiful in most islands. By breaking through the rock shelf which is rarely more than 18 inches thick, water may be reached—generally the sweetest water obtainable from native wells—and trees planted on these spots do well. But the work needs picks, crowbars or, better still, blasting gelignite, all of which are difficult or dangerous for the native to get. A Missionary on Abemama is experimenting on one of these areas.

The Gilbert Group is free from pests with the one exception of the Island of Abemama where a variety of tree locust has been found in large numbers. Efforts are being made to eradicate this pest.

IV.—LEGISLATION.

Few Ordinances of importance have been passed within the year.

V.—EDUCATION.

The Government Educational Scheme has now been decided upon and it is hoped that a start may be made in 1920.

With reference to the remarks on this subject in the previous report it is sad to see how quickly the old order of senior native Government officials is disappearing. Two more have been lost during the past year on islands where they could be ill spared; they have not their equals among the last two generations of Gilbert folk. The stern clan discipline of their early fighting years fitted them for responsibility; they learned a self restraint which (though possibly taught) is not now learned. It becomes more and more difficult to administer the islands as each of the old order dies or retires. Each unit bristles with local problems; a District Officer for lack of communication has to rely for months at a time on the native officials, the magnitude of whose task is not generally realised. On an Island such as Tabiteauea, 50 miles in length, the Magistrate is responsible for the good order of 4,000 turbulent and mercurial natives, whose feuds, fights, crimes, sickness, land squabbles, births, deaths, marriages, villages, crops, fisheries, and complaints are the subject of his incessant attention. He must watch over their relations with traders and missionaries, protecting the rights of all parties; he is responsible for large male and female prisons and their rationing, for the good order of all registers and accounts kept by the Scribe, for the character and efficiency of seventy junior village officials, and he has the infinitely difficult task of keeping the peace between the antagonistic Christian Sects and the pagans. For this he receives £24 a year, the pay of a house servant. It is hardly therefore for his own profit that he undertakes the work. For close on thirty years the Imperial Government has been devotedly served by such men. For some years we shall not see their like again, but with a scheme of Government education well launched, and educators intelligent enough to encourage what was best in the old native system we may hope to see a regeneration of Gilbertese character.

VI.—CLIMATE.

The rainfall recorded at Ocean Island for the last six years shows the variation on the Line Islands.

1913–14	.. ..	131·06 inches
1914–15	.. ..	137·85 „
1915–16	.. ..	18·41 „
1916–17	.. ..	6·63 „
1917–18	.. ..	26·62 „
1918–19	.. ..	178·42 „

Since the severe drought broke in May, 1918, the rainfall has been very heavy throughout the Groups.

VII.—COMMUNICATIONS.

It has not as yet been found possible to acquire a Government vessel, and inter-island communication is limited to infrequent connections by trading vessels at irregular intervals. The Postal Service is therefore unreliable. Mails for the Gilbert and Ellice Groups are transmitted from Ocean Island to Tarawa as opportunity offers, and are despatched round the Islands from Tarawa by trading schooners. Not infrequently six or eight months may pass without communication between the Gilbert and Ellice Groups.

During the year 46 mails were despatched from Ocean Island as follows :—20 to Australia, 14 to Nauru, 11 to the Gilbert Group and 1 to Japan.

The Ocean Island Wireless Station has continued to work without interruption. The installation of amplifiers has led to a direct service with Suva, a saving of cost and time to the Government. Messages to and from Australia are still at high rates.

A low-power wireless station is much needed at Tarawa unless it be possible to acquire a Government vessel fitted with wireless.

E. C. ELIOT,
Resident Commissioner.

COLONIAL REPORTS, &c.

The following recent reports, &c., relating to His Majesty's Colonial Possessions have been issued, and may be obtained from the sources indicated on the title page:—

ANNUAL.

No.	Colony, &c.	Year.
1004	Malta.	1918-1919
1005	Seychelles	1918
1006	Fiji	,,
1007	Ceylon	,,
1008	Nigeria	1917
1009	Turks and Caicòs Islands	1918
1010	St. Helena	,,
1011	Northern Territories of the Gold Coast	,,
1012	Ashanti	,,
1013	East Africa Protectorate	1917–1918
1014	British Guiana	1918
1015	Bechuanaland Protectorate	1918–1919
1016	Basutoland	,,
1017	Falkland Islands	1918
1018	Trinidad	,,
1019	Bermuda	,,
1020	Swaziland	1917–1918
1021	Somaliland	1918–1919
1022	Gibraltar	1918
1023	Grenada	1918–1919
1024	Jamaica	,,
1025	Cyprus	,,
1026	British Honduras	1918
1027	British Solomon Islands	1918–1919
1028	Straits Settlements	1918
1029	Gold Coast	,,
1030	Nigeria	,,
1031	Leeward Islands	1918–1919
1032	Sierra Leone	1918
1033	Bahamas	1918–1919
1034	Gambia	1918
1035	Barbados	1918-1919
1036	Mauritius	1918
1037	St. Vincent	1918–1919

MISCELLANEOUS.

No.	Colony, &c.	Subject
80	Nyasaland	Mineral Survey, 1908–9.
81	Southern Nigeria	Mineral Survey, 1908–9.
82	Imperial Institute	Rubber and Gutta-Percha.
83	Southern Nigeria	Mineral Survey, 1910.
84	West Indies	Preservation of Ancient Monuments, &c.
85	Southern Nigeria	Mineral Survey, 1911.
86	Southern Nigeria	Mineral Survey, 1912.
87	Ceylon	Mineral Survey.
88	Imperial Institute	Oilseeds, Oils, &c.
89	Southern Nigeria	Mineral Survey, 1913.
90	St. Vincent	Roads and Land Settlement
91	East Africa Protectorate	Geology and Geography of the northern part of the Protectorate.

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COLONIAL REPORTS—ANNUAL.

No. 1088.

GILBERT AND ELLICE ISLANDS.

REPORT FOR 1919-20.

(For Report for 1918-19 see No. 1038.)

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No. 1088.

GILBERT AND ELLICE ISLANDS.

ANNUAL GENERAL REPORT FOR 1919–1920.

I.—GENERAL OBSERVATIONS.

The cost of living is very high, and is felt throughout the Colony. The natives in some of the islands have been refraining from buying European goods as a protest against high prices. It is hoped, however, that this is merely an aftermath of the War and will right itself in time as the supply becomes equal to the demand.

No drought was experienced during the year under review. The yield of copra was normal. The experimental gardens are still being carried on, and the results are satisfactory, shewing that it is possible to grow a number of tropical vegetables and fruit from seed, suckers, and cuttings obtained from Northern Queensland and from the Solomon Islands.

With the close of the War, a marked increase in the output of phosphate has become evident, and there is regular and frequent communication between Australia and Ocean Island.

Dr. O'Conner has been visiting the Ellice Islands during the year to investigate the prevalence and causes of elephantiasis in those Islands. Elephantiasis is unknown in the Gilbert Islands, but is common in the Ellice Islands. His report will be awaited with much interest.

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The following table gives the birth and death rate for 1919–1920, as contrasted with similar returns for the past six years :—

	Gilbert Islands.		Ellice Islands.	
	Births.	Deaths.	Births.	Deaths.
1913–14 ..	891	734	161	155
1914–15 ..	773	967	—	—
1915–16 ..	817	626	142	100
1916–17 ..	701	628	136	94
*1917–18 ..	554	465	174	95
*1918–19 ..	733	604	—	—
*1919–20 ..	380	225	—	—

* As far as can be ascertained—incomplete.

II.—GOVERNMENT FINANCE.

The total Revenue of the Colony for the year ended 30th June, 1920, was £32,182 7*s.* 10*d.*, being an increase of £8,112 2*s.* 4*d.* over and above the total for the preceding year.

The total Expenditure was £31,348 13*s.*, being an increase of £614 8*s.* as compared with the year 1918–1919.

The total Revenue and Expenditure for the last five years has been as follows :—

	Revenue.			Expenditure.		
	£	*s.*	*d.*	£	*s.*	*d.*
1915–16	23,117	4	11	32,867	15	1
1916–17	24,142	7	1	25,166	1	10
1917–18	26,098	7	2	27,500	19	0
1918–19	24,449	14	7	30,734	5	0
1919–20	32,182	7	10	31,348	13	0

The increase in Revenue is accounted for under the headings of Customs and Native Taxes ; and there is a general increase in Expenditure under most heads.

No additional taxation was introduced during the Financial Year under review.

(4284) Wt. 16665/620 625 9/21 Harrow G./75/2

Statement of Assets and Liabilities for the years ended 30th June, 1919, and 30th June, 1920 :—

Statement of Assets and Liabilities.

	Assets.						Liabilities.					
	1919.			1920.			1919.			1920.		
	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
Cash—												
In hand and at bank	1,037	1	4	0	0	0	0	0	0	5,151	3	9
In transit ..	0	0	0	12,900	0	0	1,148	8	6	0	0	0
Deposits	0	0	0	0	0	0	27,116	12	6	24,584	0	10
Advances	43	6	8	4,277	18	1	0	0	0	0	0	0
Suspense A/c. ..	156	0	6	0	0	0	0	0	0	72	15	10
Unallocated Stores Account	100	16	10	36	1	6	0	0	0	0	0	0
Loan A/c.	0	0	0	0	0	0	0	0	0	13,000	0	0
Investments—												
Fixed Deposits ..	500	0	0	0	0	0	0	0	0	0	0	0
Crown Agents ..	25,429	0	7	25,429	0	7	0	0	0	0	0	0
Banaban Royalties	13,030	17	10	13,030	17	10	0	0	0	0	0	0
Fakaafu Natives..	100	0	0	100	0	0	0	0	0	0	0	0
Excess of Assets over Liabilities	0	0	0	0	0	0	12,132	2	9	12,965	17	7
	40,397	3	9	55,773	18	0	40,397	3	9	55,773	18	0

III.—TRADE AND AGRICULTURE.

Returns of Imports and Exports are given as accurately as possible in the following statements :—

Return of Imports for 1919–20.

	£	s.	d.
Spirits, Wines, Fermented Liquors ..	2,131	0	0
Perfumery..	238	0	0
Benzine	2,335	0	0
Kerosene	4,826	0	0
Oils	3,673	0	0
Explosives	211	0	0
Tobacco	6,745	0	0
Jewellery	77	0	0
Drapery	8,914	0	0
Building Materials	14,244	0	0
Provisions	52,906	0	0
Hardware	20,883	0	0
Miscellaneous	12,605	0	0
	£129,788	0	0

Return of Exports, 1915–16 to 1919–20.

	1915–1916.	1916–1917.	1917–1918.	1918–1919.	1919–1920
Phosphate	128,440 tons	95,688 tons	82,845 tons	78,683 tons	105,838 tons
Value	£128,440	£95,688	£82,845	£78,683	£158,757
Copra	4,795 tons	7,364 tons	5,485 tons	5,000 tons (Approx.)	3,431 tons (Approx.)
Value	£54,386	£81,004	£63,465	£60,000	£54,010
Sharkfins	5 tons 12 cwt	3 tons 1 qr. 27lb.	1 ton 11 cwt 16 lb.	4 tons (Approx.)	2 tons 15 cwt
Value	£422	£422	£125	£500	£275

Total Value of Exports for 1919–20 .. .. £213,042

(*Note.*—Phosphate for 1919–20 valued at £1 10*s.* per ton on Export.)

IV.—LEGISLATION.

The most important Ordinances passed between 30th June, 1919, and 30th June, 1920, are the Gilbert and Ellice Native Lands Ordinance, 1919, making provision for the appointment of a Native Lands Commission, and the Exports and Imports Ordinance, 1920, regulating and controlling the exportation and importation of goods.

V.—EDUCATION

Towards the end of the year Captain F. G. L. Holland was appointed Headmaster of the Educational Scheme of the Colony. It is intended that for the first year he shall stay at Ocean Island and conduct a school composed of Banabans.

As soon as the Colonial School is built at Bairiki, Tarawa, Captain Holland will proceed to Tarawa to take charge of the school, and another master will be appointed to the Banaban School at Ocean Island. Captain Holland is accompanied by Mrs. Holland, who is to be the Matron of the Colonial School. The educational scheme has aroused interest and enthusiasm throughout the Colony, and it is hoped and believed that it will be a great success.

VI.—COMMUNICATIONS.

The Wireless Station, which was opened on Ocean island in 1916, has been doing good work throughout the year under review. With the use of amplifiers it has been found possible to communicate direct with Suva instead of via Australia, thus saving the expense incurred by sending messages over foreign lines.

Internal communication between the group and the islands is fair. Messrs. Burns Philp, & Company, Ltd., have two schooners, the " Motau " and the " Merua," stationed at Tarawa. These schooners go round the group fairly regularly. The only other vessel trading regularly is the " St. George," belonging to On Chong & Company, of Sydney, which comes to the group about September every year and stays till March or April, trading. The " St. George " fortunately has a wireless apparatus, and this has been found very useful for the purpose of communication with Ocean Island. The " John Williams," owned by the London Missionary Society, comes to the group twice a year, usually calling at Ocean Island first. This call of the " John Williams " is one of the very few chances of communication between Ocean Island and the group. A Government vessel is badly needed.

The Postal Service is still a most difficult problem, due principally to the scattered nature of the islands of this Colony, and to the shortage of shipping and the absence of a Government vessel.

The chief postal centres are at Ocean Island, Tarawa, Abemama, Beru, and Funafuti.

Ocean Island is the Headquarters of the Colony, whilst Tarawa is the chief distributing centre for the Gilbert, Ellice, and Union Groups. European officials stationed on the islands which are the headquarters of the separate districts act as Postmasters, whilst, at the remaining islands, postal duties are performed, with one exception, by the Native Government island scribes.

The Imperial Postal Order Service has been extended to this Colony, in addition to the existing Money Order Service with the Commonwealth of Australia, through whose agency money can be remitted to various parts of the world.

During the year 95 mails were despatched from Ocean Island, as follows:—21 to Australia, 24 to England, 14 to Japan, 17 Inter-island, 18 to Nauru, and 1 to Tulagi.

T. D. H. BRUCE,
Acting Resident Commissioner.

The following recent reports, etc., relating to His Majesty's Colonial Possessions have been issued, and may be obtained from the sources indicated on the title page :—

ANNUAL.

No.	*Colony, etc.*	*Year.*
1052	Zanzibar	1919
1053	Gambia	,,
1054	Uganda	1918–1919
1055	Malta	1919–1920
1056	Swaziland	,,
1057	Bechuanaland Protectorate	,,
1058	Ashanti	1919
1059	Bahamas	1919–1920
1060	British Solomon Islands	,,
1061	Seychelles	,,
1062	Mauritius	,,
1063	St. Vincent	April–December 1919
1064	Nigeria	1919
1065	Sierra Leone	,,
1066	Gold Coast	,,
1067	Jamaica	1919–1920
1068	British Guiana	1919
1069	Trinidad and Tobago	,,
1070	British Honduras	,,
1071	Hong Kong	,,
1072	Barbados	1919–1920
1073	East Africa Protectorate	1918–1919
1074	Leeward Islands	1919–1920
1075	Nyasaland	,,
1076	Falkland Islands	1919
1077	Bermuda	1920
1078	Grenada	,,
1079	Uganda	1919–1920
1080	Fiji	1920
1081	Gibraltar	,,
1082	Northern Territories of the Gold Coast	1919
1083	Bechuanaland	1920–1921
1084	St. Helena	1920
1085	Basutoland	1920–1921
1086	Ceylon	1920
1087	Barbados	1920–1921

MISCELLANEOUS.

No.	*Colony, etc.*	*Subject.*
82	Imperial Institute	Rubber and Gutta-percha.
83	Southern Nigeria	Mineral Survey, 1910.
84	West Indies	Preservation of Ancient Monuments etc.
85	Southern Nigeria	Mineral Survey, 1911.
86	Southern Nigeria	Mineral Survey, 1912.
87	Ceylon	Mineral Survey.
88	Imperial Institute	Oilseeds, Oils, etc.
89	Southern Nigeria	Mineral Survey, 1913.
90	St. Vincent	Roads and Land Settlement.
91	East Africa Protectorate	Geology and Geography of the northern part of the Protectorate.
92	Colonies—General	Fishes of the Colonies.

COLONIAL REPORTS—ANNUAL.

No. 1199.

GILBERT AND ELLICE ISLANDS.

REPORT FOR 1922-23.

(For Report for 1919-20 see No. 1088. Statistics for 1920-21 and 1921-22 have been incorporated in the Report for 1922-23.)

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No. 1199.

GILBERT AND ELLICE ISLANDS.

ANNUAL GENERAL REPORT FOR 1922–1923.

I.—Geographical and Historical Note.

The Gilbert Islands were proclaimed as a British Protectorate by Commanding Officer H. M. Davis, of H.M.S. "Royalist," on behalf of Her Majesty Queen Victoria, at Abemama, on 27th May, 1892. The Ellice Islands were declared a Protectorate in September of the same year.

The jurisdiction of the Resident Commissioner of the Protectorate was extended to Ocean Island by a proclamation issued on 28th November, 1900.

By the expressed desire of the native governments, the first two groups were annexed to, and formed part of, His Majesty's dominions by an Order in Council of 10th November, 1915, and were known as the Gilbert and Ellice Islands Colony as from 12th January, 1916. Ocean, Fanning and Washington Islands were included within the boundaries of the Colony by an Order of His Majesty in Council of 27th January, 1916, which came into operation on 3rd April of that year.

The Union Group of Islands was brought in by Order in Council of 29th February, 1916, operating from 5th May, 1916.

Christmas Island was also included in the Colony by Order in Council of 30th July, 1919, taking effect from the 10th November, 1919.

The total population of the Colony at the census of April, 1921, was 29,897, of whom 264 were Europeans, 348 Asiatics, and 29,285 Pacific Island natives. The first included 74 females, and the last 14,205.

Ocean Island (Paanopa or Banaba), in latitude 0° 52′ S., longitude 169° 35′ E., about 1,500 acres in extent, is the head-quarters of the Government and the site of operation of the

British Phosphate Commission, whose further interests in the Central Pacific are represented at Nauru, an island under mandate, and about eighteen hours distant by average steaming. The total population of the island in 1921 was 1,785. Of these 115 were Europeans, 80 of whom were men, and 65 of this latter number employees of the British Phosphate Commission. The natives totalled 1,356, of these 546 being Banabans, and 672 representing the Gilbertese employees of the British Phosphate Commission. Besides this labour force, the Commission recruit men from China, of whom there were 312 at Ocean Island at the census.

The Gilbert Group is comprised of the following sixteen islands :—Makin, Butaritari, Marakei, Abaiang, Tarawa, Maiana, Kuria, Aranuka, and Abemama (Northern Gilberts) ; Nonouti and Tabiteuea (Central Gilberts); Onotoa, Beru, Nukunau, Tamana and Arorae (Southern Gilberts).

The Ellice Islands are the following nine :—Nanumea, Nanumaga, Niutao, Nui, Vaitupu, Nukufetau, Funafuti, Nukulaelae, and Nurakita.

The two groups consist of a series of coral atolls lying between 4° N. latitude and 10° S. and 170° to 180° E. longitude, with an area of 180 square miles. The principal export is copra.

The total population of the Gilberts at the census was 23,318. Of these, 75 were Europeans, 23 Asiatics and 23,220 natives, of whom 11,791 were males. The Ellice Group held 3,457 souls, 22 of whom were Europeans, 6 Asiatics, 3,429 natives, 1,706 of the last being males. The natives are of Malayo-Polynesian race. The majority are adherents either of the London Missionary Society or the Roman Catholic Mission of the Sacred Heart. With few exceptions the hereditary chieftainships have ceased to exist, but each island has its own native government, presided over by a native magistrate. A revised code of native laws is validated by an Ordinance of the Colony, and law and order is well maintained under the general supervision of European officials. Revenue is obtained from a copra tax, trading and other licences, import and export duties, non-native capitation tax, etc. There is no similarity between the languages of the Gilbert and Ellice Groups.

The three islands of Atafu, Nukunono and Fakaofo, lying about 9° S. latitude and 170° W. longitude, comprise the Union Group, with a population of 989 natives, 498 of whom were males. The language is closely allied to that of the Ellice Group. Nearly all the natives are adherents of the London Missionary Society or of the Roman Catholic Samoan Mission. Copra is the only export. Native governments have been established as in the Gilbert and Ellice Groups. A district officer supervises the Ellice and Union Groups, but communication between them is limited to about three calls a year.

(14918) Wt. 6002/363 500 7/24 Harrow G. 94

Fanning and Washington Islands lie about 3° 51′ N. latitude, and 159° 21′ W. longitude. There is no indigenous population, but labour is recruited from the Gilbert Islands for the copra industry. There were 102 of these at the 1921 census. A district officer is in charge of these islands under the Resident Commissioner. On Fanning Island is the mid-ocean station of the Pacific Cable Board, whose employees and their wives comprise practically the entire European population of fifty. There is no regular communication between these islands and the rest of the colony; periodical visits are made for engaging and repatriating labour by a small auxiliary vessel of the Fanning Island Company.

Christmas Island, about 1° 59′ N. latitude, 157° 30′ W. longitude, lies 164 miles south-east by east of Fanning Island. Under the terms of a licence dated 27th October, 1914, the Central Pacific Coconut Plantations, Limited, of London, were granted the exclusive right to occupy the island for their own use for the planting of coconuts, the manufacture of copra, the export of coconut oil, pearl shell and guano during the term of eighty-seven years from the 1st January, 1914. The population in 1920 was thirty-seven, fifteen of whom were Europeans, and the remainder Tahitians. In 1922 there were four Europeans and twenty-eight Tahitians. The port of entry for Christmas Island is Fanning Island, so that all inward entries and outward clearances must be made at the latter port.

The first visit of inspection by a district officer since the inclusion of Christmas Island within the Colony was made in March, 1922, in H.M.S. "Calcutta." There is a road about sixty miles in length, and the company owns two motor-cars, which are in use. There are said to be 60,000 acres, of which 1,200 are under coconuts, with seventy-five trees to the acre. There are no postal arrangements, the only mails that reach the island being carried by the ships chartered by Mr. Rougier, the lessee, in Tahiti.

II.—General Observations.

No tendency of a fall in the cost of living has been observed, nor has any corresponding relief been experienced by an improvement in the copra market, which has remained at an unsatisfactorily low level.

The natives continue to be adversely affected by these conditions.

No epidemic has been prevalent in the Colony during the year under review, and the general health of the people has been good.

During the period under review there were at Ocean Island seven marriages, twenty-six deaths, and twenty-eight births amongst the native population.

The population of Ocean Island at the end of the period under review was as follows :—

	Europeans.	Gilbertese.	Banabans.	Asiatics.	Others.	Total.
Men ...	58	564	191	301	2	1,116
Women	25	216	219	—	2	462
Children	15	256	223	—	3	497
Total	98	1,036	633	301	7	2,075

III.—Government Finance.

The total revenue of the Colony for the year ended 30th June, 1923, was £44,472 19*s*. 3*d*., being a decrease of £4,670 18*s*. 1*d*. on the total for the preceding year.

The total expenditure was £51,808 4*s*. 3*d*., being a decrease of £3,413 0*s*. 6*d*. compared with the year 1921–22.

The total revenue and expenditure for the past five years has been as follows :—

	Revenue.			Expenditure.		
	£	*s*.	*d*.	£	*s*.	*d*.
1918–19	24,449	14	7	30,734	5	0
1919–20	32,182	7	0	31,348	13	0
1920–21	54,079	9	5	45,379	13	0
1921–22	49,143	17	4	55,221	4	9
1922–23	44,472	19	3	51,808	4	3

The assets and liabilities on the 30th June, 1923, were as follows :—

Statement.

	Assets.			Liabilities.		
	£	*s.*	*d.*	£	*s.*	*d.*
Cash—						
In Hand and at Bank	—			6,324	7	0
Drafts and Remittances ...	474	0	0	—		
Deposits	—			25,964	13	10
Advances	—			1,788	8	6
Suspense A/c.	1,816	2	4	—		
Unallocated Stores A/c.	1,379	9	0	—		
Imprest A/c.	50	0	0	—		
Investments—						
Fixed Deposits	—			—		
Crown Agents	25,429	0	7	—		
Banaban Royalties	13,030	17	10	—		
Fakaafu Natives	151	1	2	—		
Excess of Assets over Liabilities ...	—			8,253	1	7
	£42,330	10	11	42,330	10	11

IV.—Annual Progress of Trade, Agriculture and Industry.

With copra as the only product of the islands in the various groups, a falling market in this commodity, and a maintenance of the high cost of trade goods, trade has remained dull.

No special development of the phosphate industry at Ocean Island has occurred during the period under review; 134,350 tons of phosphate have been exported as follows :—

Tons.		*To.*
65,250	... ...	Australia
31,300	... ...	Europe
24,900	... ...	Japan
12,900	... ...	New Zealand
Total 134,350		

Returns of imports and exports for the years 1920–21, 1921–22, and 1922–23 are shown in the following statements :—

Imports.

Commodity.	Value.		
	1920–21.*	1921–22.	1922–23.*
	£	£	£
Spirits, Wines, Fermented Liquors, etc.	4,005	2,310	4,114
Perfumery	581	637	394
Benzine...	2,354	2,133	1,404
Kerosene	1,742	1,449	1,192
Oils	7,069	2,991	3,443
Explosives	610	710	962
Tobacco	10,470	6,894	8,879
Jewellery	291	63	233
Drapery	15,852	20,466	12,576
Building Material	13,571	9,387	9,616
Provisions	80,623	48,121	42,698
Hardware	51,903	16,605	6,950
Bicycles	—	151	99
Machinery	—	4,025	3,644
Photo Material	—	84	82
Anchors and Chains	—	3,699	557
Wire Rope	—	349	582
Miscellaneous	23,335	30,328	29,703
Total	£212,406	150,402	137,128

* Incomplete owing to lack of returns.

Exports.

Commodity.	1920–21. (Partly estimated.)		1921–22.		1922–23.	
	Tons.	Value. £	Tons.	Value. £	Tons.	Value. £
Phosphate ...	163,070	244,614	149,961	224,942	134,350	201,525
Copra	4,689	97,487	7,530	102,933	5,928	89,396
Shark Fins ...	6½	498	3	228	2	165
	—	342,599	—	328,103	—	291,086

V.—Banks.

A branch office of the Commonwealth Bank of Australia, Savings Bank Department, was established at the close of the previous financial year.

VI.—Education and Schools.

The Banaban school at Ocean Island (day school), which has been open since November, 1920, has done a full year's work. In addition to instructing all Banaban boys of school age it has

taught sons of Gilbertese labourers to the number of thirty-five. The average attendance has been very good. The question of educating Banaban girls has been discussed, but no action has been possible. This matter will be determined in accordance with the inclinations of the Ocean Island natives during this year. The Banabans pay the whole cost of maintenance of the Banaban school.

Bairiki school, Tarawa (boarding school), has been open during the whole year, but the complement of boys, sixty, was not complete until March. The majority of the students, however, did a full year's work. This school is now in a position to continue the instruction of selected Gilbertese boys for some time. The boys at this school have been selected by native governments, and chosen boys from all islands, with the exception of one small island, Little Makin, are domiciled at Bairiki. This school has been finished with the exception of some minor works. It contains the equipment needful for a boarding school of the elementary type. All houses, as classrooms, dormitories, etc., with the exception of the manual training shop, are built of indigenous material.

The food supplied to pupils at Bairiki will undergo change, as the furnishing of exotic foods is found very expensive. It is impossible to produce enough native food at the local island, and transport and other difficulties occur when food has to be brought from other islands. The purchasing of indigenous fare also is quite as expensive as the importing of exotic rations. Appeal has been made to the clan feeling in the Gilberts, and the clan on an island to which a boy belongs will supply him with the necessary home-grown food. Embarrassments are being overcome and the plan, although just proposed, will be organised during the coming year. A great reduction in the cost of rationing will result when the scheme is carried out. A strong endeavour is being made to grow on the school lands as much native food as is practicable, but from this work results will not appear for some years.

Government education is confined to a syllabus equal to those which obtain in other colonies for primary schools only, but with adaptations demanded by local conditions.

English, which includes oral features as conversation, reading, and recitation, and written features as spelling, grammar and composition, is taught and is the medium through which other subjects are taken. Instruction is also conveyed in arithmetic—mental, practical and written; in subjects under the heading of man and nature, as geography, nature study and simple science; and in subjects under the category of man and society, as history, civics, and moral and character training. The last named is stressed owing to the grave importance of this training, without which mere literary education of native races is of questionable value. Other subjects taken are physical training (including drill, physical exercises and sports), hygiene and health, singing,

and agriculture. Agriculture receives more attention even than is customary. The soil of all Gilbert Islands being barren renders teaching and experimental work in this subject extremely essential if increased production of foodstuffs is to be brought about. This is vital, as the population of the Colony is steadily increasing, and each island is already populous.

Manual training will be commenced at a later date.

Mission education continues on the same lines as before. The main effort is naturally theological, but at mission high schools at Beru, Apaiang, and Butaritari a general education is given. Native mission pastors and mission teachers teach at village schools for a part of each week. Education is in the vernacular in the Gilberts, and the percentage of children who cannot read and write is not high. There are still some villages in which no secular instruction is given. Although it is of the most rudimentary kind except at mission high schools, mission instruction is of the nature that conforms suitably with the present needs of the natives.

Grants in aid of mission schools are continued as previously, but the terms under which such grants are made are likely to be readjusted.

Inspection of government schools has taken place during the year. Conferences on educational matters have been held which have resulted in unity of purpose. Mission schools have been visited and advised on school topics. There is still intense keenness amongst the natives for government education.

VII.—Climate.

The average rainfall for the Colony is about 130 inches a year, the bulk of which falls in the westerly seasons between late September and early April.

Appended is a record of the rainfall in the period under review :—

	Inches.	
1922.		
July	8·17	
August	3·67	
September	1·23	
October	·04	
November	2·42	
December	1·50	
1923.		
January	4·94	
February	5·40	
March	14·39	
April	9·14	
May	·29	
June	8·61	59·80

VIII.—Communications

The acquisition of H.M.C.S. " Ranadi " and the arrival of this vessel in the Colony during October, 1922, has greatly improved communication between Ocean Island and the Gilbert and Ellice Islands.

Owing, however, to an unfortunate defect in the engine-room, the services of the ship were lost to the Colony from the 23rd November, 1922. until the beginning of June, 1923, during which period she was undergoing repairs.

Sixty-one vessels called at Ocean Island in the year. Of these, thirty-seven were from Australia, either direct or via Nauru; eleven each from Japan and Tarawa; and one each from Java and Fiji.

The centre for mails to the group is Tarawa, whence they are distributed to the post offices at Tabiteuea, Beru, and Funafuti.

European officials stationed on the islands which are the headquarters of the separate districts act as postmasters, whilst at the remaining islands postal duties are performed, with one exception, by the native government island scribes.

The Imperial Postal Order Service has been extended to this Colony, in addition to the existing Money Order Service with the Commonwealth of Australia, through whose agency money can be remitted to various parts of the world.

The wireless station at Ocean Island was opened for traffic on 14th March, 1916. A public service via Suvaradio to all parts of the world was inaugurated on 16th August, 1922. As a direct result of this a new and cheaper rate to Ocean Island from Australia via Rabaul came into operation on 1st January, 1923. Wireless telephony was demonstrated from Nauru by the Amalgamated Wireless (Australasia), Limited, on behalf of the British Phosphate Commission during November, 1922. Music and messages were received at Ocean Island and the Ellice Islands during daylight, tests after sunset being a complete failure.

H. R. McCLURE,

Resident Commissioner.

COLONIAL REPORTS, Etc.

The following recent reports, etc., relating to his Majesty's Colonial Possessions have been issued, and may be obtained from the sources indicated on the title page :—

ANNUAL.

No.	*Colony, etc.*	*Year.*
1165	Sierra Leone	1922
1166	Trinidad and Tobago	,,
1167	Bermuda	,,
1168	Grenada	,,
1169	St. Lucia	,,
1170	Leeward Islands	1921–1922
1171	Fiji	1922
1172	Ceylon	,,
1173	Gibraltar	,,
1174	British Guiana	,,
1175	Barbados	1922–1923
1176	Basutoland	,,
1177	St. Vincent	1922
1178	Bechuanaland Protectorate	1922–1923
1179	Mauritius	1922
1180	Swaziland	,,
1181	British Honduras	,,
1182	Uganda	,,
1183	Federated Malay States	,,
1184	Unfederated Malay States	,,
1185	State of Brunei	,,
1186	Straits Settlements	,,
1187	Falkland Islands	,,
1188	Kenya Colony and Protectorate	,,
1189	British Solomon Islands Protectorate	1922–1923
1190	Jamaica	1922
1191	Seychelles	,,
1192	Bahamas	1922–1923
1193	Somaliland	1922
1194	Northern Territories of the Gold Coast	1922–1923
1195	Leeward Islands	,,
1196	Turks and Caicos Island	1922
1197	Nigeria	1923
1198	Weihaiwei	,,

MISCELLANEOUS.

No.	*Colony, etc.*	*Subject.*
83	Southern Nigeria	Mineral Survey, 1910.
84	West Indies	Preservation of Ancient Monuments, etc.
85	Southern Nigeria	Mineral Survey, 1911.
86	Southern Nigeria	Mineral Survey, 1912.
87	Ceylon	Mineral Survey.
88	Imperial Institute	Oil-seeds, Oils, etc.
89	Southern Nigeria	Mineral Survey, 1913.
90	St. Vincent	Roads and Land Settlement.
91	East Africa Protectorate	Geology and Geography of the northern part of the Protectorate.
92	Colonies—General	Fishes of the Colonies.
93	Pitcairn Island	Report on a visit to the Island by the High Commissioner for the Western Pacific.

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COLONIAL REPORTS—ANNUAL.

No. 1246

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II.—General Observations.

Matters remain substantially as reported in 1922–23, that is to say, that the cost of living remains high and that there has been no appreciable improvement in the copra market.

No epidemic has been prevalent in the Colony during the period under review.

The climate of all the Groups is fairly healthy for Europeans, but the natives suffer from lung diseases, especially pulmonary tuberculosis. A considerable amount of medical work has been undertaken of late years, and a central hospital is maintained at Tarawa in the Gilbert Group. Every island has a native hospital under the charge of a native student trained at the Tarawa Hospital. In 1923 the High Commissioner extended an invitation to the International Health Board of the Rockefeller

Foundation to make a health survey of the Colony with special reference to hookworm infection. Dr. S. M. Lambert, M.D., the Board's representative, was given the opportunity to carry out this survey during the visit of the " Pioneer " in 1924 mentioned below.

During the period under review there were at Ocean Island eighteen marriages, eighteen deaths, and thirty-seven births amongst the native population.

The population of Ocean Island at the end of the period under review was as follows :—

	Europeans.	Gilbertese.	Banabans.	Asiatics.	Others.	Total.
Men ...	68	651	151	409	2	1,281
Women	22	218	174	—	—	414
Children	21	232	208	—	3	464
Total	111	1,101	533	409	5	2,159

III.—Government Finance.

The total revenue of the Colony for the year ended 30th June, 1924, was £53,792 8*s*. 2*d*., being an increase of £9,319 8*s*. 11*d*. on the total for the preceding year.

The total expenditure was £40,820 10*s*. 1*d*., being a decrease of £10,987 14*s*. 2*d*. compared with the year 1922–23.

The total revenue and expenditure for the past five years has been as follows :—

	Revenue.	Expenditure.
	£ *s*. *d*.	£ *s*. *d*.
1919–20	32,182 7 10	31,348 13 0
1920–21	54,079 9 5	45,379 13 0
1921–22	49,143 17 4	55,221 4 9
1922–23	44,472 19 3	51,808 4 3
1923–24	53,792 8 2	40,820 10 1

The assets and liabilities on the 30th June, 1924, were as follows :—

Statement.

	Assets.			Liabilities.		
	£	*s.*	*d.*	£	*s.*	*d.*
Cash—						
In Hand and at Bank	7,999	3	5	—		
Drafts and Remittances ...	4,118	14	5	—		
Deposits	—			28,366	5	1
Advances	—			1,865	9	4
Suspense A/c.	—			232	16	3
Unallocated Stores A/c.	903	17	0	—		
Imprest A/c.	50	0	0	—		
Investments—						
Fixed Deposits	—			—		
Crown Agents	20,429	0	7	—		
Banaban Royalties	18,030	17	10	—		
Fakaafu Natives	157	17	1	—		
Excess of Assets over Liabilities ...	—			21,224	19	8
	£51,689	10	4	51,689	10	4

IV.— Annual Progress of Trade, Agriculture and Industry.

With copra as the only product of the islands in the various groups, a stationary market in this commodity, and a maintenance of the high cost of trade goods, trade has remained dull.

No special development of the phosphate industry at Ocean Island has occurred during the period under review; 189,475 tons of phosphate have been exported (as against 134,350 tons last year) as follows :—

Tons.		*To.*
116,475	... ...	Australia
16,300	... ...	Europe
13,250	... ...	New Zealand
43,450	... ...	Japan
Total 189,475		

Returns of imports and exports for the years 1921–22, 1922–23 and 1923–24 are shown in the following statements :—

Imports.

Commodity.	Value.		
	1921–22.	1922–23.	1923–24.*
	£	£	£
Spirits, Wines, Fermented Liquors, etc.	2,310	4,114	2,957
Perfumery	637	394	370
Benzine...	2,133	1,404	1,601
Kerosene	1,449	1,192	1,199
Oils	2,991	3,443	3,536
Explosives	710	962	963
Tobacco	6,894	8,879	7,549
Jewellery	63	233	97
Drapery	20,466	12,576	11,589
Building Material	9,387	9,616	6,839
Provisions	48,121	42,698	35,789
Hardware	16,605	6,950	12,040
Bicycles	151	99	52
Machinery	4,025	3,644	6,280
Photographic Material ...	84	82	75
Anchors and Chains	3,699	557	498
Wire Rope	349	582	16
Miscellaneous	30,328	29,703	17,695
Total	£150,402	137,128	109,145

* Incomplete owing to lack of returns.

Exports.

Commodity.	1921–22.		1922–23.		1923–24.	
	Tons.	Value. £	Tons.	Value. £	Tons.	Value. £
Phosphate ...	149,961	224,942	134,350	201,525	189,475	246,318
Copra	7,530	102,933	5,928	89,396	3,716	54,951
Shark Fins ...	3	228	2	165	2½	276
	—	328,103	—	291,086	—	301,545

V.—Banks.

The Ocean Island Agency of the Commonwealth Bank of Australia was opened on the 2nd May, 1922. The Savings Bank Department has progressed, indicating that the opening of the Bank was a benefit to the community. The rate of interest on current accounts is 3½% per annum on deposits up to £1,000, and on fixed deposits from 4% to 5% per annum.

VI.—Education and Schools.

The Banaban School at Ocean Island has done nine months' work only owing to the changing of teachers. Certain hindrances to advancement are not easy to overcome in a day school where native boys are daily in contact with practically European conditions, and it may be necessary later to make other provisions for education at Ocean Island. A new school building has been erected to replace the old one. The same site had to be built on; though not completely satisfactory a more suitable one is not available. The health of the boys has been fair; minor epidemics necessitated the closing of the school for two short periods. Medical inspection and lessons in hygiene will be a special feature for the coming year.

Roll :—

Banabans	41
Gilbertese	12
Total	53

Bairiki School has done a full year's school work. Except for ordinary replacements no further building need be done. The health of the boys has been very good. Indigenous food is collected and forwarded to the school and this scheme is working quite satisfactorily in so far as conditions allow.

The Ellice School has done little school work. Owing to the failure of the indigenous food supply it was found necessary to move the school from Funafuti to a new locality on the island of Vaitupu. The land for this new site was given free of rent by the natives of Vaitupu. In addition they gave extensive food pits for the exclusive use of the school, and are assisting in the building work. This generosity is typical of this island and much thanks indeed are due to them. The Ellice Islanders have been raising £3,000 to pay for erecting and equipping the school, and this stresses their keenness for education. It is hoped that the Ellice School will be completed and running well before the end of 1925.

General.

Mission education and Grants in Aid from the Government continue as before, and of the value of the Missions' endeavour for education there is no question. Some improvement in the quality and scope of the secular tuition at Mission Schools is to be desired. Improvement must necessarily be gradual. Lack of communication during the year has made the visiting of most Mission Schools unfeasible.

Government Schools have been inspected during the year. The extending of technical and industrial training in schools will be essential in the near future.

VII.—Climate.

The average rainfall for the Colony is about 130 inches a year, the bulk of which falls in the westerly seasons between late September and early April.

Appended is a record of the rainfall in the period under review :—

	Inches.
1923.	
July	5·54
August	17·05
September	1·96
October	5·42
November	11·77
December	15·81
1924.	
January	31·17
February	5·08
March	4·27
April	0·08
May	5·09
June	1·58
Total	104·82

VIII.—Communications

The acquisition of H.M.C.S. "Ranadi" from the Fiji Government in October, 1922, greatly improved communication between Ocean Island and the Gilbert and the Ellice Islands. Her services were lost to the Colony from the end of November, 1922, to the beginning of June, 1923, when she went to Auckland for repairs. Thenceforth she was employed on inter-insular duty until her departure for Suva at the end of September, 1923, for service with the Fiji Government.

It was subsequently arranged that H.M.C.S. "Pioneer," should be chartered for semi-annual visits to the Gilbert and Ellice Islands Colony, and in accordance with this arrangement the "Pioneer" was on duty in Colony waters from March to April, 1924.

Fifty-nine vessels called at Ocean Island in the year. Of these, 32 were from Australia, either direct or via Nauru; eleven from Japan; nine from Tarawa; two from Suva; one each from Dunedin, Hobart, Apia, Honolulu and Shanghai.

The centre for mails to the group is Tarawa, whence they are distributed to the post offices at Tabiteuea, Beru, and Funafuti.

European officials stationed on the islands which are the headquarters of the separate districts act as postmasters, whilst at the remaining islands postal duties are performed, with one exception, by the native government island scribes.

The Imperial Postal Order Service has been extended to this Colony, in addition to the existing Money Order Service with the Commonwealth of Australia, through whose agency money can be remitted to various parts of the world.

The wireless station at Ocean Island was opened for traffic on 14th March, 1916. A public service via Suvaradio to all parts of the world was inaugurated on 16th August, 1922. As a direct result of this a new and cheaper rate to Ocean Island from Australia via Rabaul came into operation on 1st January, 1923.

Successful demonstration of Wireless Telephony by the Amalgamated Wireless (Australasia) Limited between Ocean Island and Nauru has resulted in the purchase of two sets. Communication with Nauru and the British Phosphate Commission steamer "Nauru Chief" is expected to open up during the early part of 1925.

Wireless Telegraphy apparatus has been installed at Tarawa by Messrs. Burns Philp and Company and communication was established on April 1st, 1924. Tarawa is now connected with the International Telegraph System through Ocean Island, and the station is available for communication with ships in the Group.

H. R. McCLURE,

Resident Commissioner.

1st January, 1925.

COLONIAL REPORTS, Etc.

The following recent reports, etc., relating to His Majesty's Colonial Possessions have been issued, and may be obtained from the sources indicated on the title page :—

ANNUAL.

No.	*Colony, etc.*	*Year.*
1220	Uganda	1923
1221	Grenada	,,
1222	British Guiana	,,
1223	St. Vincent	,,
1224	St. Helena	,,
1225	Barbados	,,
1226	Somaliland	1923–1924
1227	Kenya Colony and Protectorate	1923
1228	Hongkong	,,
1229	Northern Territories of the Gold Coast	,,
1230	Colonial Survey Committee Report	1923–1924
1231	Cayman Islands	1914–1923
1232	Leeward Islands	1923
1233	Federated Malay States	1923-1924
1234	Mauritius	1923
1235	Straits Settlements	,,
1236	Seychelles	,,
1237	Tongan Islands Protectorate	,,
1238	Brunei	1923–1924
1239	Unfederated Malay States	1923
1240	St. Lucia	,,
1241	Bahamas	,,
1242	Falkland Islands	1924
1243	Ceylon	1923
1244	Basutoland	,,
1245	Nigeria	1924
		,,

MISCELLANEOUS.

No.	*Colony, etc.*	*Subject.*
83	Southern Nigeria	Mineral Survey, 1910.
84	West Indies	Preservation of Ancient Monuments, etc.
85	Southern Nigeria	Mineral Survey, 1911.
86	Southern Nigeria	Mineral Survey, 1912.
87	Ceylon	Mineral Survey.
88	Imperial Institute	Oil-seeds, Oils, etc.
89	Southern Nigeria	Mineral Survey, 1913.
90	St. Vincent	Roads and Land Settlement.
91	East Africa Protectorate	Geology and Geography of the northern part of the Protectorate.
92	Colonies—General	Fishes of the Colonies.
93	Pitcairn Island	Report on a visit to the Island by the High Commissioner for the Western Pacific.

Printed by H.M.S.O. Press, Harrow.

COLONIAL REPORTS—ANNUAL.

No. 1369.

GILBERT AND ELLICE ISLANDS COLONY.

REPORT FOR 1924–26.

(For Report for 1923–24 see No. 1246 (Price 6d.).)

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GILBERT AND ELLICE ISLANDS COLONY.

REPORT FOR 1924-26.

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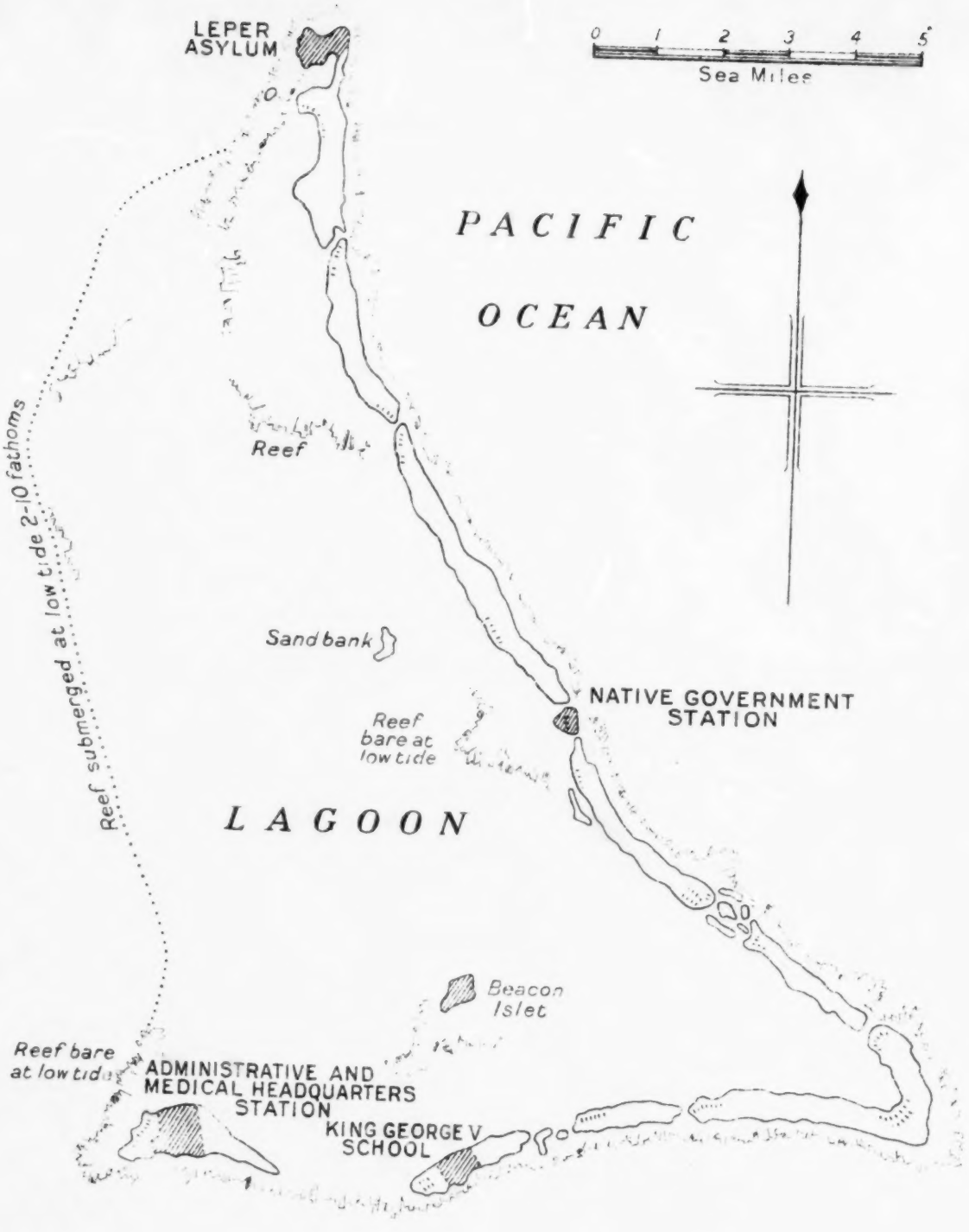
Geographical Note.

The Gilbert Group (16 islands) and the Ellice Group (9 islands) are remote outposts of the British Empire. In mid-Pacific, they form a chain of coral atolls about 600 miles long, cut by the Equator and lying close against the 180th meridian of E. longitude.

The two Groups are links in that greater chain of islands, known as Micronesia, that, beginning with the Pellew Group by the East Indies, stretches eastwards for 2,000 miles along the Equator to the Marshalls, and thence curves away south-eastwards, for nearly the same distance again, to the gates of Central Polynesia.

The total area of the Gilbert and Ellice Islands does not amount to 180 square miles. There is no island which rises as much as 15 feet above sea-level, or exceeds in width five furlongs from beach to beach. The atolls are mere ribbons of coral rock from



SKETCH PLAN OF TARAWA ISLAND, GILBERT GROUP, SHOWING GENERAL CONFIGURATION OF A TYPICAL LAGOON ISLAND OF THE EQUATOR.

1985, 18387, A 1216.500.1/28.

Maloy & Jenkins

five to fifty miles long, topped with a soil so sandy that it will support no useful plant save the coconut, the pandanus palm, and a coarse edible tuber called "babai" (*sp. calladium*) laboriously cultivated by the native.

Though the islands are thus frugal of produce, devoid of all arresting geographical accidents, and utterly lacking in the colourful luxuriance of vegetation that is usually associated with the tropics, they have an appeal which belongs to none of the more fertile Pacific Groups. A cheerful austerity is the essence of their attraction, added to which, as Stevenson has written, is the magic of "a superb ocean climate, days of blinding sun and bracing wind, nights of heavenly brightness."

Historical Outline.

Prehistory.—From time immemorial, the flux and reflux of race migrations between the South Sea Islands and the Asiatic land masses have swept back and forth along the 4,000-mile chain of Equatorial atolls whereof the Gilbert and Ellice Groups form a section. The last great swarmings from the direction of Asia took place during the first three centuries of our era. The migrants were copper-skinned men of great stature from the East Indian Islands of Celebes, Gilolo, and Ceram. They found already established in the Gilbert and Ellice Groups a race of small black (Melanesian) men. Part of the tawny-skinned swarm stayed and fought and eventually fused with this much darker race, producing a hybrid type. The rest, a great host, swept on down the chain of islands into Samoa.

In Samoa the newcomers, who called themselves the Tongafiti, found a folk even fairer-skinned than themselves. For the next millennium, the inveterate conflict of these two peoples in Samoa scattered fugitives in search of homes throughout Polynesia. In the thirteenth century the Tongafiti were finally hurled out of Samoa. Fragments of the race were flung thousands of miles in all directions from that centre: southwards to Tonga and New Zealand; east and south-eastwards to the Cook Islands and the Paumotus; westwards to Santa Cruz and the confines of Melanesia; and northwards, back along the original migration track, to the Gilbert and Ellice Groups, where they fought for new homes against the descendants of their own ancestral kin who had settled there on the southward course so many centuries before.

Racial types.—The saddle-brown Gilbertese of to-day are therefore the descendants of a black and a tawny race, whose fusion, in about the third century of our era, was overlaid by a re-infusion of the tawny strain during the thirteenth century. Until the sixteenth century the Ellice Island population was identical with

the Gilbertese; but then its inhabitants were driven up into the Gilbert Islands by a fresh invasion from Samoa. This time the aggressors were the very fair-skinned original people of Samoa. They overwhelmed the Ellice Group, and have been in occupation ever since.

In consequence of these main fusions and effusions of blood, the Ellice folk of to-day are a large, light-skinned race, of Samoan type and language, while the Gilbertese are a smaller, duskier people, speaking a language with strong Melanesian affinities.

Discovery.—According to native tradition the first white man ever to see or be seen in these islands landed at Beru (Gilbert Group) 15 generations ago or, say, between 1550 and 1600 A.D. He came, it is reported, in a "canoe without an outrigger, shaped like a box," which would seem to be a European boat. He was tall, "with the bones of a giant, but as thin as a lizard, and nearly dead"; we are to assume from this that he was some starving castaway. The newcomer's skin was "as white as a garfish's belly," while his hair was "red as a flame; and he was bearded with a flaming beard which hung in two long points below his middle." His face was "narrow like the blade of an adze": in fact, he was of the hatchet-faced Caucasic type. On his recovery, he took eight sisters of a local chief to wife, and became the father of 23 children, whose descendants in the male line are now scattered over 14 of the 16 Gilbert Islands. The Spanish explorer Mendana is known to have been in these waters in 1567: it is possible that the red-bearded stranger was a driftaway from one of his ships.

Officially, the Gilbert Group was discovered piecemeal by British Naval officers between 1765 and 1824; the Ellice Group, between 1781 and 1819.

Modern History.—The first known white trader came to the Gilbert Islands in 1837, the year in which (as he is reported to have said) a beautiful young girl named "Kabitore" (Victoria) had become the "Uea" (High Chiefess) of his country. This man, whose name is lost, introduced guns and rum. By 1846, when Commodore Wilkes of the U.S. Navy visited the Gilbert and Ellice Islands, not a few beachcombers and traders had established themselves in both Groups. In 1856 the first missionary, Hiram Bingham, of the American (Boston) Board of Foreign Missions, preached Christianity in the Gilbert Islands. This great pioneer translated the Old and New Testaments into the Northern Gilbertese tongue, and compiled a dictionary of the native language, containing 12,000 words. Between the 'fifties and the early 'nineties of last century the Ellice Group became the happy hunting ground of the "blackbirders," who, eluding the British and American warships which policed the Central Pacific, kidnapped thousands of the over-trustful, though brawny,

inhabitants for labour in the coffee plantations of Guatemala and Mexico. These pirates also introduced measles, which decimated the population. In a Group which once supported over 20,000 people, there are to-day about 3,000 inhabitants. The far more warlike Gilbertese put up a better resistance to the advances of the "blackbirders."

In 1892 the two Groups were proclaimed a British Protectorate by Capt. H. M. Davis, R.N., of H.M.S. "Royalist." By a proclamation of 1900, the jurisdiction of the Resident Commissioner of the Protectorate was extended to Ocean Island (Banaba). At the expressed desire of the natives, both Groups were annexed to His Majesty's Dominions by an Order in Council of the 10th of November, 1915, and were known as the Gilbert and Ellice Islands Colony as from the 12th of January, 1916.

Ocean Island, of which the inhabitants are of a racial type and speak a language closely allied to the Gilbertese, was included within the boundaries of the Colony by an Order in Council of the 27th of January, 1916, which came into operation on the 3rd of April following. By the same Order, Fanning and Washington Islands, 1,600 miles to eastward of the Gilbert Group, were also made part of the Colony. Christmas Island, 200 miles farther still to eastward, was included by an Order in Council of the 30th of July, 1919, which took effect from the 10th of November that year.

The Union Group, brought into the Colony by Order in Council of the 29th of February, 1916, was subsequently excluded and placed under the jurisdiction of the Governor-General in Council of the Dominion of New Zealand. The Orders in Council effecting this change were dated 4th of November, 1925, and came into force on the 11th of February, 1926.

I.—GENERAL OBSERVATIONS.

Administrative, Industrial, and Commercial.

The Colony is under the charge of a Resident Commissioner, who is responsible to the High Commissioner for the Western Pacific, who resides in Fiji. The Resident Commissioner's local European staff consists of the Senior Medical Officer, Treasurer, Accountant, Secretary, Police Officer, three Educational Officers, two Wireless Telegraph Officers and five Officers in charge of Districts. The post of Medical Officer, Ellice Islands, is at present vacant. The duties of Government Medical Officer at Ocean and Fanning Islands are performed by medical officers in the employ of local concerns.

Ocean Island, standing alone, 240 miles to westward of the Central Gilberts, is the Colony Headquarters. This island, 1,500 acres in extent and rising 280 feet above the sea, possesses deposits of phosphate of lime. The phosphate is worked, under licence from

the Crown, by the British Phosphate Commissioners, whose local European staff numbers about 60, and who employ some 750 Gilbertese and 500 Chinese labourers in mining operations. A wireless telegraph station (5 kilowatts) is maintained by the Administration

Fanning Island, with its neighbour, Washington Island, forms an administrative district under the charge of a District Officer. The first-named is the headquarters of Fanning Island, Limited, which employs about 250 Gilbertese labourers in the copra industry. On this island is also a station of the Pacific Cable Board.

The *Gilbert and Ellice Groups* are sub-divided into four districts, each under the charge of a District Officer. Of these the *Butaritari District* of four islands (Little Makin, Butaritari, Marakei, Abiang) is the most northerly. Butaritari is a port of entry, and the headquarters of Messrs. On, Chong and Company, of Sydney, a copra trading concern. At Butaritari, also engaged in the export of copra, is the Japanese firm Nanyo Boyeki Kaisha. The island is the headquarters of the Roman Missionary Society of the Sacred Heart.

The *Tarawa District* embraces seven islands (Tarawa, Maiana, Abemama, Kuria, Aranuka, Nonuti, Tabiteuea). At Tarawa are the Government Central Hospital, Leper Station, and Lunatic Asylum; the King George V. School for native boys; and a Colony gaol. The island is the headquarters of Messrs. Burns Philp (South Sea) Company, of Fiji and Sydney, the most considerable copra exporters in the two Groups. A small wireless telegraph station is maintained on Tarawa by the firm.

The *Beru District* is composed of the five most southerly islands of the Gilbert Group (Beru, Nikunau, Onotoa, Arorae, Tamana). On Beru is the Central Training School of the London Missionary Society, with over 200 resident native scholars of both sexes and a European staff of six persons.

The Ellice Islands (Nanomea, Nanomanga, Niutao, Nui, Nukufetau, Vaitupu, Funafuti, Nukulailai, Nurakita) form a single administrative unit. Headquarters are at Funafuti, where a Colony gaol and a central hospital are established. This island is also the Group headquarters of Messrs. Burns, Philp (South Sea) Company. On the neighbouring island of Vaitupu is the Government Native Boys' Boarding School, under the charge of a resident European Headmaster.

Living Conditions for Europeans.

Though the refrigerating plant installed by commercial concerns on Ocean Island and Fanning Island ensure supplies of fresh food to Europeans resident in these places, conditions are sadly different

in the Gilbert and Ellice Groups, where ice is not obtainable. Good grass cannot be persuaded to grow in the sandy soil: there is thus no grazing for sheep or cattle, and consequently no fresh milk, butter or meat for Europeans. No fruit or green vegetables can be raised locally. Potatoes and apples, unless conveyed in a vessel with a cool room, arrive too flaccid for consumption after their voyage of two or three months out of Sydney. Even when conveyed in such a vessel the fresh vegetables obtained cannot be kept for more than a week or two, and so do little to alleviate the vitamine-starvation that steadily saps the strength of resident officials and traders.

Imported poultry can be successfully reared on all Islands: this, with fish, which is everywhere abundant, forms the staple diet of Europeans; but the meagreness of this fare necessitates the use of much tinned food, which makes living in the Groups inordinately wasteful and expensive. Furthermore, the corrosive effect of the preservative substances present in all tinned foods renders residents peculiarly susceptible to dysentery and other serious intestinal and gastric troubles. These ailments are very apt to become chronic, owing to improper nutrition and the rarity of medical attention.

Public Health.

The medical staff consists of the Senior Medical Officer, a travelling native medical practitioner, forty-two native medical dressers, and four native orderlies at the leper and mental hospitals.

The central hospital for natives is at Tarawa, and to it gravitate all the serious cases of illness that cannot be satisfactorily treated at the island hospitals. The island hospitals, of which there is one on each unit of the two Groups, are under the charge of native medical dressers, trained at the Central Hospital. During the period 1925-26, the operations performed at the Tarawa Central Hospital by the Senior Medical Officer and one native medical practitioner totalled 1,399. The out-patient attendance was 5,913: deaths numbered 5. The difficulty of finding suitable candidates for appointment in the Colonial Medical Service is a serious hindrance to efficiency and continuity of effort in the improvement of public health. There has, indeed, never been, since 1915, more than one Medical Officer at a time in the two Groups. In the absence of a Colony vessel, or any other means of regular communication, the task of supervising the medical service of 25 islands, scattered over 800 miles of ocean, is one which a single officer cannot perform adequately.

Tuberculosis is the most serious disease among the natives, being responsible for 30 per cent. of the total deaths each year. Among children, tubercular adenitis is very common, the neck being the usual site of the disease. It is suspected that tubercular infection first enters the system of the child through tonsils and adenoids,

spreads thence to the glandular system, and passes rapidly down into the lungs. During 1925, an extensive survey was made of all the native children of Tarawa Island between the ages of 1 and 16 years: the result showed that, of the 565 children examined, the appalling proportion of 81.1 per cent. required operation for diseased glands; 88.8 per cent. for diseased tonsils and adenoids; and 78 per cent. for both infections.

The eradication of diseased tonsils, adenoids, and glands is held to be the first essential step towards protecting the race from the scourge of tuberculosis, and an intensive campaign to this end has been started.

Leprosy is not widespread, under 30 lepers being known in the Gilbert Islands and none in the Ellice Group. A leper asylum is established at Tarawa, where the inmates receive weekly injections of chaulmoogra oil derivatives. Results are encouraging. It is proposed shortly to build a better-equipped leper asylum on a new site.

Yaws is a disease from which every member of the native community suffers at some period of his life: it fortunately responds very quickly to injections of novarsenobillon. A total of 1,765 injections was given during the year 1924-25, with satisfactory results. It has been observed that, among communities widely affected by yaws, syphilis is not prevalent. This possibly accounts for the freedom of the Gilbertese and the Ellice islanders from any known syphilitic infection.

During the early part of 1924 a health survey of both Groups was undertaken by Dr. S. M. Lambert, of the International Board of Health (Rockefeller Foundation), with special reference to the incidence of hookworm infection. Dr. Lambert's enquiries established that the degree of infection in the Gilbert Group did not exceed 20 per cent., whereas, in the Ellice Group, it reached as high as 76 per cent. of the population. The incidence of anaemia among the native populations varied in proportion with these percentages: the Gilbertese showed an average of 86 per cent. red blood corpuscles, while the average of the Ellice Islanders was but 78 per cent. It is proposed, in conjunction with the International Board of Health, to conduct a special campaign for the eradication of hookworm, yaws, and other native diseases, at an early date.

Both *bacillary* and *amœbic dysentery* are prevalent, the latter being more commonly seen. *Chicken-pox* is endemic, but has not (recently, at least) assumed epidemic proportion.

Filariasis.—This disease is almost unknown in the Gilbert Islands, but is extremely active in the Ellice Group. At the end of 1924, Dr. P. A. Buxton, of the London School of Tropical Medicine, visited the Ellice Group with the object of gathering information and statistics on filarial infecton. Dr. Buxton found the incidence of filariasis and elephantiasis to be three times greater

on the more solid islands than on the narrower, windswept atolls, on account of the greater protection afforded by the former to the *Stegomyia* mosquito, the carrier of infection. In addition to the general precautions against mosquitoes mentioned later, under "Hygiene," a special effort is being made in the Ellice Islands to clear the bush of all dense undergrowth, so as to deprive the *Stegomyia* of its principal breeding-places. The underpopulation of these islands, however, makes the task long and difficult.

Malaria is unknown: *plague* and *smallpox* have never visited these islands, which, for the last thirty years, at least, have been also free from *typhoid*, *scarlet fever*, and *measles*. In general it may be said that the Gilbert and Ellice islanders are people living under fairly good physical conditions, being afflicted with fewer natural and imported diseases than any other race of the Pacific. This is, no doubt, principally due to their remoteness from the beaten tracks of commerce and civilisation.

Sanitation and Hygiene.

Wherever possible, the native villages are, for sanitary purposes, grouped beside breaks in the land, where tides flow freely in and out of the lagoons. A native village of to-day consists of one long street, on the landward side of which the dwelling-houses stand at spacious intervals; on the lagoon side of the street are ranged the eating houses, kitchens, and offices, all of a pattern approved by the Medical Department. Out in the lagoon, below high-water mark, stand the village latrines, on piles and connected by gang-planks with the shore.

The houses are mere thatches, whose eaves are raised by corner-posts a man's height from the ground. An elevated floor of coconut-leaf midribs leaves an air-space of three feet under each dwelling. There are no walls to exclude the breeze: for privacy, leaf screens are suspended from the eaves at night. Two trees supply all the material needed to build these airy rustic homes: the pandanus palm affords thatch, rafters, joists, and corner-posts, while laths for flooring and string for lashings are obtained from the coconut palm.

The standard of cleanliness is very high. Leaves and rubbish are cleaned up by the women every day, and burned. On Saturday mornings there is a general clean-up by both men and women. The village policeman inspects. A small piece of rubbish within the village precincts at inspection-time renders the delinquent liable to a fine of from 1*s*. to 5*s*. A belt of fifty fathoms' depth on the landward side of every village is kept clear of fallen leaves and husks by communal work: the lagoon foreshore is similarly cleared.

In spite of these precautions mosquitoes are a plague. Efforts are being made to combat this dangerous pest by clearing the environs

of villages of all undergrowth; by thinning out coconut-palms standing in the vicinity of dwellings, where such action is possible without unduly impoverishing the land-owners; by filling up with cement all hollows in trees where mosquitoes are known to breed; by covering village wells; and by prohibiting the conservation of standing water in small open receptacles. The progress of such efforts must, necessarily, however, be very slow, in view of the scattered nature of the Colony and the paucity of transport facilities.

The personal hygiene of the natives presents problems even more difficult of solution. No surgical or clinical work for the eradication of the racial scourge, tuberculosis, can be of enduring benefit to the people unless they themselves co-operate to render it permanent, by learning to discard or modify certain dangerous personal habits. The chief direct causes of the transmission of tubercular infection seem to be the promiscuous expectoration of adults, the wearing of filthy and unnecessary clothes, the use of unwashed mosquito nets, the common use of feeding vessels by whole households, and the custom of passing a single pipe from mouth to mouth while smoking. The spitting nuisance has been met by legislation rendering it an offence to expectorate at random within the precincts of any village: the passing of pipes has been similarly prohibited. Instructional letters, impressive of the danger of spreading tuberculosis by these means, have been issued to all Native Governments for publication, and notices in the vernacular, to the same effect, have been distributed among the villagers. But the clothing problem cannot be approached by methods so direct.

European clothes have been used in the Colony for a quarter of a century. The dirtiness of the garments worn by women and infants in arms is often horrible and indescribable. While such conditions persist, the race will continue to carry the chief focus of filth and contagion next to its skin. Clothes are now so closely associated, in the popular mind, with Christianity, that an open crusade against them would be regarded by the native as a deliberate assault upon religion; they must now be regarded as an ineradicable evil, and the only hope is to promote a habit of cleanliness and good sense in their use. As a small step in this direction, the import duty has been removed from soap so that the price of this article may better conform to the native's purchasing power. The rest can only be done by improved education.

Population and Vital Statistics.

The total population of the Colony at the end of the period 1924-26 was 29,950. Of this number, 185 were Europeans, 420 Asiatics, and 29,345 natives of the two Groups. The native total shows an advance of only 60 upon the count made at the census of April, 1921. Over a period of five years the native population has therefore increased at the rate of no more than 4 in 10,000 per annum.

This is, indeed, not a retrogression, but it can hardly be termed progress. A high infant-mortality is, without doubt, at the root of the matter, but this requires further examination. For the purpose of obtaining exact information as to the death-rate among children, island officials have been instructed to record particulars of age when registering native deaths.

In the fight to preserve child-life one factor is vital to success, and that is Education. The rules of hygiene are not in themselves difficult to teach: any native can learn them parrot-wise; but a regard for their importance and a determination to apply them cannot be conveyed by mere words: these things demand an attitude of mind which the native does not yet possess and which the Medical Department, single-handed, can never give him. Only the penetration of Group life by a better system of education, which has as its object the creation in every village of a real civic spirit and of a demand for all the personal and social decencies, can give the native that pride in himself and his family which alone can open his mind to the meaning of hygiene as applied to infant welfare, and so help him to save his race.

The largest and most populous island of the Colony is Tabiteuea, which is 50 miles long, with 3,109 inhabitants. Kuria (population 191) and Aranuka (209) in the Gilberts and Nukulailai (187) in the Ellice Group are the least populous. All these islands except Tabiteuea showed a slight preponderance of births over deaths for the period 1925-26. On Tabiteuea, while the death-rate was 32 per thousand the birth-rate stood at only 23. The highest birth-rate was achieved at Tarawa (population 2,413) on which 260 children were born during the year, giving a rate of 108 per thousand; but on this island the death-roll was also the heaviest recorded, namely, 148, or 61 per thousand.

The following comparative table shows the native populations and the average birth and death rates in the various main divisions of the Colony :—

Division.	*Population.*	*Births.*	*Birth-rate per thousand.*	*Deaths.*	*Death-rate per thousand.*
Ocean Island (532 Banabans and 1,361 Gilbert and Ellice labourers with families)	1,893	29	15	28	14
Fanning and Washington Islands (Gilbert labourers with families)	442	14	31	6	13
Gilbert Group	23,428	950	40	740	31
Ellice Group	3,582	159	44	111	31
Totals and Averages ...	29,345	1,152	39	885	30

Emigration.

A strong tendency to emigrate to Samoa continues to manifest itself among the Ellice islanders. The chief motive of such emigration is stated to be the desire to obtain a better education at the London Missionary Society's schools in Samoa; promises of return are given but, once departed from his home, the adult native seldom, if ever, comes back. In this manner, the already seriously underpopulated Ellice Group is annually deprived of a further fraction of its people. Until the Administration can offer general educational facilities of a wider scope than those at present obtaining, it is not in a position to arrest the emigration of natives in search of better schooling. But it is hoped that the London Missionary Society may be persuaded to co-operate with the Administration in preventing the progressive denationalisation of the race by establishing efficient, government-aided village schools within the Ellice Group.

Morals.

Sex morality in the past was high. Girls went naked until married, and were protected by usages of extreme ferocity. To molest a maiden was to court death by slow strangulation, or by being tied to a log and floated out to sea. Now, morality is not so fierce. British justice has abolished the death penalty, robbing the offence of its terror. At the same time, by prohibiting polygamous marriage, the law has traversed the whole customary code within which a native's life was once so strictly ordered. The spirit of the old, severe system is gone; it has been replaced by the mere letter of the new, to which the native accords lip-service without understanding. He is a man deprived of moral landmarks. Clothes, covering bodies which once went naked and unconscious, have contributed to his moral decadence by stimulating nasty curiosities, which never before existed.

This is doubtless a phase through which every primitive race must pass on its march towards Western civilisation. Religious teaching may possibly help the islanders to reintegrate some moral code; but other influences are needed to give the native a sense of responsibility and a sense of direction among the strange, arbitrary ideas to which he now defers only because he must, or because he is too indolent to protest, and not because he is convinced of any virtue residing therein. British morality cannot be taught as a subject, religious or otherwise. It is a rule of life composed of many ideas: it rests upon the ideals of fair play, sportsmanship, team-work, physical fitness, and general "straightness" unconsciously acquired during youth in a British school. The reformation of morality in this Colony depends upon the spread of the British school-spirit through the two Groups. Education must, here again, lead the way; hygiene and religion will follow.

II.—GOVERNMENT FINANCE.

The following are the details of Colonial revenue for the periods 1924-25 and 1925-26 :—

Sources of Revenue.	1924-25. £	s.	d.	1925-26. £	s.	d.
Customs	30,370	16	5	23,232	12	8
Native Taxes	10,330	14	7	9,097	6	10
Licences, &c.	9,520	6	0	8,097	9	9
Fees of Court, &c.	2,464	13	6	1,604	2	5
Post Office	801	8	6	604	15	1
Telegraphs	684	18	2	442	10	7
Royalties	6,011	5	6	6,144	5	5
Interest	758	19	5	1,268	15	1
Miscellaneous	1,077	13	11	455	4	0
Imperial Grant	750	0	0	750	0	0
Totals	£62,770	16	0	£51,697	1	10

The fall in revenue derived from Customs sources during the latter of the two years under review was caused by the removal of the *ad valorem* import duties hitherto levied upon soap, milk, flour, kerosene, rice, sugar, sail-cloth, and other articles necessary to the hygiene and general domestic comfort of the native. It was hoped that the Group trading companies would respond to this reduction by proportionately lowering the sale price of the articles mentioned. The net response was the reduction of the price of soap from 2*s.* to 1*s.* 3*d.* per bar. Other prices stayed exactly at their former level. The British Phosphate Commissioners considerably reduced trade store prices on Ocean Island as a result of the removal of duties under reference.

Details of Colonial expenditure for the same periods are as follows :—

Heads of Expenditure.	1924-25 £	s.	d.	1925-26. £	s.	d.
Public Debt	2,163	11	5	3,816	8	8
Pensions	1,143	14	11	905	14	2
High Commissioner's Department	2,098	16	9	2,116	3	7
Resident Commissioner's Department	2,725	18	3	3,023	13	4
Treasury and Customs ...	1,537	2	5	2,058	3	9
District Administration ...	2,990	9	1	3,387	0	6
Police and Prisons	4,479	16	2	4,099	1	1
Ocean and Fanning Islands Defence Force	16	12	4	31	7	3
Medical Department	4,352	13	5	4,844	17	4
Carried forward	21,508	14	9	24,282	9	8

Heads of Expenditure.	1924-25. £	*s.*	*d.*	1925-26. £	*s.*	*d.*
Brought forward	21,508	14	9	24,282	9	8
Transport	3,065	11	5	5,699	11	6
Postal Department	292	7	10	294	6	1
Wireless Telegraph Department	1,769	0	4	1,231	1	2
Audit Department	225	15	2	216	11	6
Miscellaneous	731	5	3	630	6	3
Lands Commission	756	5	6	277	0	9
Education Department ...	3,520	16	0	3,881	6	0
Public Works (Annually Recurrent)	952	1	1	861	14	6
Public Works (Extraordinary)...	81	12	3	147	12	9
Island Administration	3,516	7	11	3,088	0	11
Totals	£36,419	17	6	£40,610	1	1

The totals of Colonial revenue and expenditure for the last five years have been :—

Year.	*Revenue.* £	*s.*	*d.*	*Expenditure.* £	*s.*	*d.*
1921-22	49,143	17	4	55,221	4	9
1922-23	44,472	19	3	51,808	4	5
1923-24	55,792	8	2	40,820	10	1
1924-25	62,770	16	0	36,419	17	6
1925-26	51,697	1	10	40,610	1	1

The Public Debt at the beginning of the 1924-25 period stood at £5,571 8*s.* 7*d.*, being the unpaid balance of an original loan of £13,000 raised by the Colony in 1920, to cover its share of the purchase price of the High Commission motor yacht " Pioneer." Beginning with the period 1920-21, the loan has been repaid out of General Revenue at the annual rate of £1,857 2*s.* 10*d.* plus interest. The following figures show the present position :—

1924-25 :	£	*s.*	*d.*	£	*s.*	*d.*
Balance of Loan				5,571	8	7
Instalment	1,857	2	10			
Interest on Balance	306	8	7			
Total payment, 1924-25 ...	£2,163	11	5			
1925-26 :	£	*s.*	*d.*	£	*s.*	*d.*
Balance of Loan				3,714	5	9
Instalment	1,857	2	10			
Interest on Balance	204	5	9			
Total payment, 1925-26 ...	£2,061	8	7			
Balance of Loan				1,857	2	11

The Assets and Liabilities of the Colony on the 30th June, 1925, and the 30th June, 1926, respectively, were :—

	30th June, 1925.						*30th June, 1926.*					
	Assets.			*Liabilities.*			*Assets.*			*Liabilities.*		
Cash :—	£	*s.*	*d.*	£	*s.*	*d.*	£	*s.*	*d.*	£	*s.*	*d.*
In hand and at Bank ...	27,047	7	0				26,067	4	0			
Drafts and Remittances	1,300	0	0				3,455	8	1			
Deposits				30,759	18	4				33,542	17	3
Advances	1,816	15	1				298	7	6			
Suspense a/c				172	3	2	1,070	2	5			
Unallocated Stores a/c ...	—			—			—			—		
Imprests a/c	10	0	0									
Investment Depreciation a/c.				300	0	0				150	0	0
Investments :—												
Fixed Deposits ...	10,000	0	0				20,201	15	9			
Crown Agents... ...	20,429	0	7				19,332	0	7			
Banaban Royalties ...	18,030	17	10				18,030	17	10			
Fakaofu Natives ...	173	19	2									
Crown Agents, Bank Advance at call.							3,900	0	0			
Excess of Assets over Liabilities.				47,575	18	2				58,662	18	11
£	78,807	19	8	78,807	19	8	92,355	16	2	92,355	16	2

III.—TRADE, AGRICULTURE, AND INDUSTRY.

Besides the phosphate of Ocean Island, the only considerable product of the Colony is the copra of the two Groups and of Fanning, Washington, and Christmas Islands.

On *Fanning and Washington Islands* large plantations of coconut-palms are maintained by the industry of between 200 and 250 Gilbertese labourers, whose average rate of pay is 35*s*. per month. The labourers live under good conditions, receiving housing, hospital attendance, and rations for themselves and their families on a scale authorised by the Administration. The total weight of copra exported from the two islands during 1924-25 amounted to 280 tons; during 1925-26 it soared to 2,070 tons.

For several years, experiments in bee culture have been conducted by the Company on Fanning Island, with a view to stimulating the fertilisation of the coconut. The experiments were not very successful until the Mexican bee was introduced. This variety alone appears to flourish in the marine climate of the Island; its effect upon the productivity of the coconut-palm has been, according to observation, extremely favourable. A minute

export of beeswax amounting, during 1925-26, to 372 lb. (valued at £21) has sprung out of the culture of bees. It is hoped that apiculture may eventually, with adequate encouragement from the Administration, be taken up generally by the natives of the Gilbert and Ellice Islands, and become the basis of both an increased copra yield and an additional native industry.

Christmas Island is held under licence from the Crown by the Central Pacific Coconut Plantations, Limited, registered in London. The Island, which has a circuit of 100 miles, was treeless and uninhabited when discovered by Captain Cook in 1777. Some coconut trees were planted there in the 'nineties of last century and 60,000 palms were planted in 1904-5. Of these, perhaps 15,000 now exist. The plantations are worked by about 20 Tahitian labourers, over whose general well-being supervision is kept by the occasional visit of a British warship. The lagoon of this island—one of the largest in the Pacific—contains pearl shell; but not much attention seems to be paid to the export of this commodity. The copra export during 1924 was 150 tons, and during 1925 175 tons.

The copra production of the *Gilbert and Ellice Groups* is in the hands of the natives, no ownership of land by non-natives being permitted by law. The native breaks out his copra under the trees, dries it on leaf trays in the sun, and sells it at 1*d*. per lb. (£9 6*s*. 8*d*. per long ton) to the nearest resident trader. The trader disposes of it to the visiting ships of local companies at rates varying between £12 and £14 per ton. An attempt is being made to help native producers to co-operate in the collection of their copra at central licensed depots, from which they may sell in bulk, at trader's rates, to visiting ships. The difficulty of organising such a scheme on a general scale is, however, very great, owing not only to the native's innate lack of initiative but to the scattered nature of the islands and to the meagreness of communications.

The copra exported annually from the two Groups averages about 6,000 tons, when the rainfall is normal. This is not enough. With a view to increasing the output, efforts are being directed towards teaching the native to improve his methods of plantation. The trees are customarily planted at random, in some spots growing in clusters of five or six together, and in other places standing very widely scattered. The results are both wasted space and unproductive trees. The average yield of a tree in the Gilbert Group is but 50-60 nuts a year, and these nuts are so small that five must be used to produce 1 lb. of copra. The average copra-production per acre does not exceed 8 cwt. a year—a poor figure beside the 18 cwt. of Samoan plantations.

This inferiority of yield is not caused by the admitted poverty of the soil. It has been established that the well-aerated and salty coralline sand of the atolls is one of the soils most favourable to

the growth of the coconut. Properly planted, the trees do well enough in these islands. Individual palms have been observed to bear as many as 180 nuts a year. If the native can be persuaded to thin out his overplanted areas, so that each tree obtains adequate nutrition, a considerably increased copra yield is certain. But to convince a primitive population of the truth of this apparently absurd paradox, that a reduction of the number of trees will cause an increase in the number of nuts, is a slow and difficult task, the ultimate success of which depends upon a progressive improvement of the racial amenability to new ideas. That again depends upon the spread of education.

Reports from the European markets point out a serious defect of the copra produced in these and other Pacific Groups, namely, its smallness. The ideal copra for marketing is that which consists of the flesh of the nut turned out in a single piece from the shell. Turned out in two or more pieces the flesh presents broken edges, which, exposed to the air, become the foci of fermentation: free fatty acids are thus produced, and these render more difficult and expensive the industrial processes for which the copra is destined. The preference of the large European buyers is therefore given to "whole" copra, and since the more enlightened producers are now careful to cater for this demand the small, broken commodity produced by such communities as the natives of this Colony stands in danger of being ousted altogether from the market.

This is a menace which must be very seriously considered. The local product must be improved. It will, unfortunately, not be easy to impress the natives with the importance to themselves of making copra in larger pieces. They are conservative of traditional methods, and at the same time they are careless. Furthermore, they have for long been thoroughly discontented with the truly meagre price given for their copra by local trading concerns. They are not likely to devote additional care to its preparation unless a better rate is offered. It is hoped that the trading companies may be persuaded to co-operate in this matter with the Administration, by giving official recognition to high-grade, or whole, copra, and paying a better price for it. In this manner, the native would be encouraged to produce the superior article, and within a very short time would abandon the manufacture of the less-paying low-grade commodity.

No special development of the phosphate industry at *Ocean Island* has occurred during the period under review. Owing to a protracted season of westerly gales between August, 1925, and March, 1926, the loading of ships in the open roadsteads off the Island was considerably hampered, and the tonnage of phosphate exported fell to 188,335. In the preceding year, 1924-25, 210,035 tons were exported.

Returns of imports and exports for the years 1924-26 are shown in the following tables :—

Imports.

Commodity.	*Value.* 1924-25.	*Value.* 1925-26.*
	£	£
Anchors and Chains	4,232	164
Benzine	1,207	2,401
Building Material	7,663	10,685
Bicycles	322	231
Apparel	16,810	12,275
Explosives	1,188	1,614
Hardware	9,794	7,988
Iron	1,430	1,271
Jewellery	132	76
Kerosene	3,146	2,595
Machinery	6,723	7,520
Oils	4,014	4,258
Perfumery	547	322
Photographic Materials	45	20
Provisions	45,068	46,930
Spirits, Wines, Fermented Liquors, &c.	3,063	2,794
Tobacco	10,254	6,859
Wire Rope	216	20
Miscellaneous	21,841	17,025
Totals	£137,695	£125,048

* 1925–26 figures are incomplete owing to lack of returns.

Exports.

Commodity.	*1924–25.*		*1925–26.*	
	Amounts.	*Values.*	*Amounts.*	*Values.*
		£		£.
Copra :—				
Fanning Island, Ltd. ...	280 tons.	7,828	2,070 tons.	55,929
Gilbert Islands ...	5,283 tons.	86,499	3,699 tons.	65,796
Ellice Islands	129 tons.	1,601	572 tons.	6,736
Shark Fins	6 tons.	602	5½ tons.	715
Beeswax	—	—	372 lb.	21
Phosphate	210,035 tons.	273,046	188,335 tons.	258,960
Totals		369,576		388,157

IV.—LAND.

Most of the land in the Gilbert Group is needed for the support of the fairly dense native population, but there is a great deal of spare coconut-producing land in the large and thinly-peopled Ellice Islands. Most of the Ellice Islands have but a single village each, and the only lands worked are those which lie within convenient walking distance of such settlements. Large tracts of several atolls are left untouched by the owners, and many tons of copra are thus annually wasted. A real benefit would be conferred upon the native if these spare lands could be worked on behalf of the owners, upon a profit-sharing basis, by some local enterprise. A ship (say, a small auxiliary ketch of 30 tons register), however, would be essential to the success of such an undertaking.

Under existing legislation no sale of native lands to non-natives is permitted, and no lease may be granted for a longer period than 99 years, nor for any one parcel of land in any one island of greater extent than 5 acres. Every lease is subject to the approval of the High Commissioner.

The native method of land-tenure may be described as a compromise between the communal and the individual systems. In theory, a landowner has only a life interest in the property which he inherits or acquires through customary channels of conveyance. On his death, the devolution of the estate is controlled by a clear-cut scheme of remainders and contingent remainders. But in practice, though the individual is never free, as in England, to endow " a cot or a college," he is allowed by custom, should he so desire, to exercise a reasonable initiative in the alienation of portions of his estate to relatives outside the immediate circle of his next-of-kin.

Much confusion in Gilbertese land ownership has arisen since the coming of the Flag in 1892. The prime cause of this confusion was that the arrival of British government interrupted a local land-war on nearly every island of the Gilbert Group. Such hostilities, in former days, were the continual pursuit of the Gilbertese, being stimulated by the smallness of the islands in proportion to their teeming populations, and the consequently inveterate land-hunger of the race. The interruption of the last wars on so many islands left the land-issues, as it were, still in debate between the opposing factions. The uncertainty of the whole situation was reflected in the first Land Registers, compiled between 1893-1895. During the next quarter of a century, the question of ownership became increasingly involved, despite the local efforts of District Officers to bring order into the confusion. In 1919 a Native Lands Commission was appointed, to determine ownership according to local usage and to establish new Land Registers; but owing to shortage of staff the Commission was not able to begin its work until 1922. In consequence of the minute size of the native holdings, and of the tenacity

with which the possession of each one of the fifty or sixty thousand disputed plots is contested, the work of the Lands Commission is slow and arduous. To date, new Registers have been established on the four most northerly islands of the Gilbert Group, and the Commission is within sight of completing the fifth island. The work was, however, temporarily suspended during the period 1925-1926 owing to the absence on leave of the Lands Commissioner, and to the pressure of other administrative necessities.

The purchase-value of good coconut-bearing land in the Gilbert and Ellice Groups, as between native and native, has fixed itself by custom at £12 per acre. On Ocean Island special values obtain, on account of the rich phosphate deposits.

V.—INVESTIGATION AND DEVELOPMENT OF NATURAL RESOURCES.

The development of the copra industry, by improving native methods of planting and production, has been dealt with in the preceding section. The possibility of establishing a beeswax industry by encouraging apiculture on a general scale has also been touched upon.

In previous annual reports, passing mention has been made of the potentialities of coconut fibre as an article of local manufacture. Thousands of tons of coconut husk go to waste every year in the Group, only a comparatively small amount being used as fuel and in the manufacture of native string. Reports from consumers in Sydney indicate that the quality of South Sea fibre compares well with that of the best produced in Ceylon. The defect of the Pacific product appears to be that it reaches the Sydney market, as a rule, improperly cleaned. Adequately cleaned and baled, it would compete on favourable terms with Ceylon fibre, and command an average price of about 18s. per cwt. in the Australian market. It is considered that the geography of the Colony, with its small, scattered units, would be unfavourable to the establishment of a large central plant for treating fibre. The object in view is not to invite trading concerns to sink capital into such a project, but to encourage the native himself to produce the commodity. For the purpose of estimating the readiness with which the Gilbertese might adapt themselves to such an industry, the London Missionary Society has imported from Ceylon and India various simple appliances of the kind now used by the natives of those countries in the preparation of commercial fibre. The Society is, in addition, conducting experiments in the affiliated industry of coir-rope making.

Beds of pearl shell are known to exist at nearly every island of the Colony. The shell is used locally in the manufacture of native fish-hooks. It is not believed to exist in commercial quantities at any island except, possibly, Tabitueua and Onotoa in the Gilbert

Group. At Tabiteuea a small variety of gold-lip is sometimes found by natives. It is supposed to lie at a depth of 5-6 fathoms; but naked diving at Tabiteuea is dangerous owing to the numerous tiger-shark, and researches as to the size of the beds are impossible without diving dress. At Onotoa the shell is either black-lip or rainbow of small to medium size; it is fairly plentiful at 5 fathoms, but in this lagoon, again, naked diving is dangerous on account of a large and ferocious species of conger-eel, which has been responsible for many deaths. Onotoa is probably the only island at which shell might exist in such quantities as to justify expenditure on mechanical diving operations of an experimental nature.

The celebrated Palu, or castor-oil fish, abounds in the Ellice Group. The flesh of this fish, on being exposed to sunlight, resolves itself almost entirely into an oil possessing valuable medicinal properties. The shark, spearfish, sail-fish, bonito, trevally, barracuda, and porpoise are very plentiful in these waters. The Colony would form a convenient headquarters for a fish-oil industry.

VI.—BANKS.

During 1922 an Agency of the Commonwealth Bank of Australia was opened on Ocean Island. On current accounts the rate of interest offered is 3½ per cent. per annum; on fixed deposits, from 4 per cent. to 5 per cent. is paid. Growing use of the Bank is being made by the local native community. The following have been the totals of annual deposits since the Bank's inception :— 1923, £1,710; 1924, £1,037; 1925, £2,089; 1926, £1,758.

VII.—LEGISLATION.

Little legislation of general interest was passed during the years under review. Ordinance No. 3 of 1924 provided for the registration in the Colony of Letters Patent granted in the United Kingdom. Ordinance No. 1 of 1926 gave effect to certain rules for the carriage of goods by sea recommended by the International Conference of Maritime Law, Brussels, 1922-23. Ordinance No. 5 of 1926 provided an amended law for the regulation of wireless telegraphy within the Colony.

VIII.—EDUCATION.

The Administration's direct educational effort is at present confined to the maintenance of two native boys' schools—the King George V School at Tarawa, in the Northern Gilberts, and the Ellice Islands School at Vaitupu. These are both boarding establishments, accommodating 60 scholars each; the general scope of their work is the education, along lines suited to the rustic local conditions, of a limited number of native boys, from whose ranks are to be selected the future native officials of the Colony. A school for Banaban boys, under the charge of a European master, has

been maintained at Ocean Island since 1920 out of Banaban Phosphate Royalties. A scheme for the transfer of 30 senior boys from the Banaban School to the King George V School, Tarawa, was approved during the period 1925-26. When this plan is put into operation, it is intended to institute technical classes, under a qualified (Sloyd) instructor at the latter establishment.

The main educational effort of the Colony has always been put forth by the Christian Missions, whose pioneer work in this direction made possible the establishment of the first administrative and medical services, and certainly laid the foundations of whatever civilization now exists among the natives.

The *London Missionary Society* maintains two Central Schools (one in the Northern and one in the Southern Gilberts) under the charge of resident European missionaries. These institutions are primarily intended for the training of mission teachers for service in the villages of the Group. Outside vocational subjects, the academic instruction is of primary grade. Much useful technical training is, however, also afforded to scholars, and so disseminated through the islands, in connection with the Society's industrial experiments already mentioned, and with the boat-building, furniture-making, house-construction, and general manual activities entailed in the upkeep and organisation of the training schools. At Rongorongo, Beru Island, where stands the larger of its two central establishments, the London Mission has installed a very complete printing press, where, with the help of a native staff, it undertakes the publication of its own religious and educational text-books, and of a monthly magazine in the vernacular.

The Roman Missionary Society of the Sacred Heart (a Belgian foundation) maintains two central schools of similar character and scope in the Northern and Central Gilberts. At the island of Butaritari this Society has also established a convent school for half-caste girls and the daughters of the more well-to-do natives.

An annual Government subsidy of £250 each is granted to the two Mission bodies in respect of their educational efforts at the central schools.

Village education is performed entirely by the Missions, each denomination recording a total school attendance of about 3,500 native children between the ages of 6 and 16. The average native does not, and will not ever, need more academic knowledge than the village schools are already trying to teach him; nor are the teachers too ignorant for their task. The main defect of existing village education is that the schools lack co-ordination, and the methods of teaching are consequently marked by an incoherence which deprives the system, as a whole, of any singleness of character or unity of purpose. Until standardisation has been achieved neither will education acquire the universally permeant and penetrative quality which it ought to possess, nor will the

native community begin to show that general amenability to social instruction which it is the main object of education to impart. It is vital to the immediate well-being of the race that this should be fully realised by the Administration; for only when the general feeling of the villagers has become sensitive to the incidence of new ideas will efforts to promote hygiene, infant welfare, morality, providence, and thrift produce any lasting effect. The Missions have splendidly performed the pioneer work of general education, and have reached their financial limits in the effort. It remains for the Administration to see that their work is not wasted. This can be done by using the network of village schools which they have spread over the two Groups. A first-class primary educational organisation could be made by co-ordinating all such schools under a single system of instruction, so that, whatever their denomination, the secular teaching afforded therein was of the same kind and quality. This object could be achieved by standardising methods of teaching and establishing a single syllabus of instruction throughout the villages. The financial and practical details of a scheme covering both these desiderata are now under discussion.

IX.—CLIMATE.

The climate of the Colony is pleasant and even bracing during the season of the crisp north-easterly Trade Winds (March-October), but becomes enervating during the season of rains and westerly gales (October-March). The thermometer varies but little, the lowest recorded reading being 72° and the highest 92.2° in the shade.

The 14 Gilbert islands lying between 2° North and 3° South latitude are visited by periodical droughts, of which the cycle appears to be five to seven years. Butaritari and Little Makin, about 3° north of the Equator, are unaffected by this condition; the Ellice Islands, between the 6th and 10th degrees of South latitude, are not affected economically. Ocean Island, only 52′ south of the Line, lies within the drought zone and suffers very severely.

The average rainfall on any island in a normal year amounts to anything between 150 and 180 inches; during droughts on Central and Southern Gilbert islands it is sometimes as low as 3 inches.

Drought conditions threatened during the early part of the period 1924-25, and towards March, 1925, were fully established. No rain fell on any part of the 14 affected islands between April and December, 1925. The drought then broke, and the coconuts, which had ceased to bear, put out fresh spathes of blossom. When the spathes opened, however, rains fell with such torrential force that the young blossom was beaten from the stalks, and, though the trees throve, the first coconut crop was a failure. The result was a drop of

about 1,500 tons in the amount of copra exported that year from the Gilbert Islands.

The rainfall statistics of the Colony for the periods 1924-25 and 1925-26 are as follows :—

		1924–25.	*1925–26.*
		Inches.	Inches.
3½° North	Washington Island	50·00	100·00
	Fanning Island	45·00	99·00
3° North ...	Little Makin	177·51	179·04
	Butaritari	178·19	172·70
2° North to Equator.	Marakei	38·63	54·78
	Abaiang	23·23	61·51
	Tarawa	23·13	63·80
	Maiana	24·12	64·12
	Abemama	47·26	103·00
	Kuria	24·20	10·80
	Aranuka	23·15	No return.
Equator to 3° South.	Nonouti	5·76	32·31
	Ocean Island	12·56	127·67
	Tabiteuea	29·39	31·16
	Beru	12·78	28·71
	Nikunau	11·72	61·39
	Onotoa	14·63	13·68
	Tamana	8·74	19·64
	Arorae	33·30	17·90
6° South to 10° South.	Nanomea	43·01	130·03
	Nanomanga	65·43	111·96
	Niutao	60·77	141·79
	Nukufetau	66·29	115·75
	Nui	93·19	105·44
	Vaitupu	64·01	132·05
	Funafuti	116·77	167·68
	Nukulailai	115·30	163·09
	Nurakita	No return.	No return.

The monthly figures for Ocean Island over the same period were :—

	1924-25.	1925-26.
	Inches.	*Inches.*
July	2.43	6.62
August	.88	6.83
September	.33	2.50
October	2.29	12.62
November	.14	4.71
December	.02	11.15
January	.46	12.24
February	.81	14.07
Carried forward	7.36	70.74

	1924-25. *Inches.*	1925-26. *Inches.*
Brought forward	7.36	70.74
March	1.34	20.48
April	.01	17.74
May	1.26	11.24
June	2.70	7.47
Totals	12.67	127.67

X.—COMMUNICATIONS.

The following is a summary of the vessels which called at Ocean Island during the two years under review :—

From	1924-25.	1925-26.
Australia	39	43
New Zealand	2	3
Japan	10	4
Hong Kong	1	1
Java	1	Nil
Fiji	1	2
Gilbert Islands	10	9
Other	5	Nil
	69	62

The distributing centre for mails in the Groups is Tarawa, which is connected direct with Australia perhaps twice a year by the irregular visits of vessels chartered by Messrs. Burns Philp and Company for the purpose of exporting copra. Between Tarawa and the Colony Headquarters at Ocean Island, communication is haphazard, depending upon the movements of the British Phosphate Commissioners' vessel from Ocean Island, upon the visits of the London Missionary Society's vessel, s.s. "John Williams," and upon the annual tour of the Groups made by a British sloop-of-war from the New Zealand Naval Station.

Inter-insular communication within the two Groups is maintained by these three vessels, and by two small craft engaged in the local copra trade on behalf of Messrs. Burns Philp and Company and Messrs. On Chong and Company. The Gilbert Islands are connected with Fanning Island by annual visits of the vessel of Fanning Island, Limited; and communications between the Ellice Islands and Fiji are established by a small trading vessel of Messrs. Burn Philp and Company, which makes two trips a year between Funafuti and Levuka.

The wireless station at Ocean Island was opened for traffic during 1916. A public service via Suva radio to all parts of the world was inaugurated in 1922. Wireless communications with the Groups are maintained through the small station erected by Messrs. Burns Philp and Company at Tarawa, and the radio installation in s.s. "St. George," the local trading vessel of Messrs. On Chong and Company. The London Missionary Society announces its intention of installing a wireless station at Beru, Southern Gilberts.

ARTHUR GRIMBLE,

Resident Commissioner.

(861–21) Wt. 18367–1216 500 1/28 H. St. G. 7/8

COLONIAL REPORTS—ANNUAL

No. 1387

GILBERT AND ELLICE ISLANDS COLONY

REPORT FOR 1926–27

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GILBERT AND ELLICE ISLANDS COLONY.

REPORT FOR THE PERIOD 1st JULY, 1926—30th JUNE, 1927.

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History and Geography.

The Gilbert and Ellice Islands form a chain of coral atolls about 800 miles long in mid-Pacific, cut by the Equator and lying close against the 180th meridian of East longitude. Besides the 24 islands contained in these two groups, the Colony includes Ocean Island, some 250 miles to westward, and Fanning, Washington, and Christmas Islands, some 1,800 miles to eastward, of the Gilberts.

The total land area of the Colony does not amount to 180 sq. miles. There is no island, except Ocean Island, which rises as much as 15 feet above sea-level, or exceeds in width five furlongs from beach to beach. The atolls are ribbons of coral rock from five to fifty miles long, topped with a soil so sandy that it will support no useful plant save the coconut and pandanus palms and a coarse edible tuber of the taro (*calladium*) family laboriously cultivated by the native.

The Gilbert Group was discovered piecemeal by British Naval officers between 1765 and 1824, the Ellice Group between 1781 and 1819. In 1856, Hiram Bingham, the first white missionary, of the American (Boston) Board of Foreign Missions, brought Christianity to the Gilbert Islands. Since that date the inhabitants of both Groups have become nominally Christian.

In 1892 the two Groups were proclaimed a British Protectorate by Captain H. M. Davis, of H.M.S. "Royalist." The jurisdiction of the Resident Commissioner of the Protectorate was extended to Ocean Island by a Proclamation of 1900. At the expressed desire of the natives both Groups were annexed to His Majesty's dominions by an Order in Council of the 10th November, 1915, and were known as the Gilbert and Ellice Islands Colony as from the 12th January, 1916.

Ocean Island, of which the inhabitants are closely related to the Gilbertese, was included within the boundaries of the Colony by an Order in Council of the 27th January, 1916, which came into operation on the 3rd April following. By the same Order, Fanning and Washington Islands were also made part of the Colony, while Christmas Island was included by an Order which took effect from the 10th November, 1916.

The language of the Ellice Islands may be regarded as a dialect of Samoan; that of the Gilbert Islands, while possessing Polynesian affinities, is entirely different from the Ellice speech, and shows a strong relationship to certain dialects of the Melanesian area. No pidgin English is used in the Colony. Very few natives understand any language save their own.

The Gilbertese of to-day are the descendants of a small, black-skinned people who, in about the third century of our era, suffered and absorbed an invasion by a large, tawny race of Samoan type. The Ellice islanders are an offshoot of pure Samoan stock, who settled in their present home during the 16th century.

The currency used in the Colony is Australian. Weights and measures are English. A system of international money orders is in use.

I.—GENERAL.

The Colony is under the charge of a Resident Commissioner, who is responsible for his administration to the High Commissioner for the Western Pacific, who resides in Fiji. Colony Headquarters are established at Ocean Island, the outlying islands being grouped into five administrative areas, each under the control of a District Officer. Medical and Educational Headquarters are at Tarawa, in the Gilbert Islands.

Much of the work of administration is done by the natives themselves. Each island has a Native Magistrate who, in session with the village headmen, constitutes a monthly Court (established under the Native Laws Ordinance, 1917) for the enforcement of island

Regulations. The Magistrates form a splendid body of men, whose loyalty has in most cases stood the test of 20-30 years of service under the Government.

Though the climate is splendid, and malaria is non-existent, living conditions for Europeans in the two Groups are, on the whole, bad. The sandy soil affords no grazing for sheep or cattle; there is thus no fresh milk, butter, or meat. Fresh fruit and green vegetables are also unknown. Imported poultry can be successfully reared, and fish is abundant, but much tinned food must be used, which causes both waste and expense. Gastric and intestinal conditions are the common local result of insufficient and improper nutrition.

II.—FINANCE.

The totals of Colonial revenue and expenditure for the last five years have been :—

Year.	*Revenue.*			*Expenditure.*		
	£	*s.*	*d.*	£	*s.*	*d.*
1922-23	44,472	19	3	51,808	4	5
1923-24	55,792	8	2	40,820	10	1
1924-25	62,770	16	0	36,419	17	6
1925-26	51,697	1	10	40,610	1	1
1926-27	52,925	1	5	44,869	13	5

Revenue.

The following are the details of revenue for the periods 1925-26 and 1926-27 :—

Sources of Revenue.	1925-26.			1926-27.		
	£	*s.*	*d.*	£	*s.*	*d.*
Customs	23,232	12	8	20,591	11	11
Native Taxes ...	9,097	6	10	6,175	13	0
Licences, &c. ...	8,097	9	9	13,024	2	11
Fees of Court, &c.	1,604	2	5	1,812	10	11
Post Office ...	604	15	1	840	13	10
Telegrams ...	442	10	7	390	16	3
Royalties ...	6,144	5	5	6,464	5	6
Interest	1,268	15	1	1,845	10	8
Miscellaneous ...	455	4	0	1,029	16	5
Imperial Grant ...	750	0	0	750	0	0
Totals ...	£51,697	1	10	£52,925	1	5

The fall in revenue from the source "Native Taxes," from £9,100 in 1925-26 to £6,200 in 1926-27, was caused by the remission of taxation, during the latter year, in six islands of the Southern Gilberts, on account of drought conditions.

The advance of about £5,000 shown under the head " Licences, &c.", was caused by the increase of revenues accruing from Capitation Tax, as a consequence of the enlargement of the British Phosphate Commission's labour force at Ocean Island; and also by the allocation to this head of moneys paid in commutation of other taxation by Fanning Island, Limited, and by Central Pacific Plantations, Limited, on Christmas Island.

Expenditure.

Details of Colonial expenditure for the same periods are as follows:—

Heads of Expenditure.	1925-26.			1926-27.		
	£	*s.*	*d.*	£	*s.*	*d.*
Public Debt... ...	3,816	8	8	—		
Pensions	905	14	2	847	18	3
High Commissioner's Department ...	2,116	3	7	2,310	14	2
Resident Commissioner's Dept. ...	3,023	13	4	2,780	7	5
Treasury and Customs	2,058	3	9	1,541	16	10
District Administration	3,387	0	6	3,789	6	3
Police and Prisons...	4,099	1	1	5,354	5	3
Ocean and Fanning Islands Defence Force	31	7	3	42	9	5
Medical Department	4,844	17	4	8,672	19	9
Transport	5,699	11	6	1,481	5	7
Postal Department...	294	6	1	306	5	6
Wireless Telegraph Department ...	1,231	1	2	1,334	10	5
Audit Department ...	216	11	6	341	18	0
Miscellaneous ...	630	6	3	4,042	5	0
Lands Commission	277	0	9	83	11	9
Education Department	3,881	6	0	4,700	2	0
Public Works (Annually recurrent)	861	14	6	1,559	16	4
Public Works (Extraordinary) ...	147	12	9	2,178	10	2
Island Administration	3,088	0	11	3,501	11	4
Totals	£40,610	1	1	£44,869	13	5

The Public Debt, consisting of the unpaid balance of an original 5½ per cent. loan of £13,000 raised by the Colony in 1920, to cover its share of the purchase price of the motor yacht "Pioneer," was extinguished during February, 1926.

Assets and Liabilities, on the 30th June, 1927, were :—

	Assets. £ s. d.	*Liabilities.* £ s. d.
Cash—		
In hand and at Bank ...	30,877 1 8	
Drafts, Remittances ...	483 7 11	
Deposits		36,949 12 2
Advances ...	154 9 4	
Suspense Account	975 1 2	
Unallocated Stores Account ...	—	—
Imprests Account	—	—
Investment Depreciation Account	—	300 0 0
Investments—		
Fixed Deposits	20,000 0 0	
Crown Agents	19,347 1 2	
Banaban Royalties ...	25,530 17 10	
Fakaofu Natives ...	—	—
Crown Agents' Bank Advance at call	6,600 0 0	
Excess of Assets over Liabilities	—	66,718 6 11
Totals ...	£103,967 19 1	£103,967 19 1

III.—PRODUCTION.

Besides the phosphate of Ocean Island, the only considerable product of the Colony is the copra of the two Groups and of Fanning, Washington, and Christmas Islands. As stated in last year's report, the possibility of establishing bee-culture as a native industry is being investigated. Experimental hives of Mexican bees were installed, towards the end of the period under review, at the King George V School for native boys at Tarawa, with the object of disseminating from that centre a knowledge and habit of bee-keeping. Great interest in the experiment is being shown by the boys, and also by the natives of Tarawa. Apart from the production of honey

and beeswax, it is hoped that the widespread culture of bees may be followed in the Gilbert and Ellice Islands by an increase in the productivity of the coconut plantations, such as that already reported in respect of Fanning Island.

The Administration was especially active, during the year 1926-27, in impressing upon the natives the need of improvement in their methods of planting. A large number of landowners were persuaded to thin out their coconut-palms in overcrowded plantations, and to set young trees in alignment and at proper intervals on hitherto uncultivated lands. Much useful work was also done in encouraging the production of copra in large pieces, with a view to supplying the market with this commodity in the form most acceptable to European buyers.

No special development of the phosphate industry occurred in the period reviewed, but good weather conditions at Ocean Island enabled the loading and export of 258,775 tons, a quantity exceeding the previous year's total of 70,440 tons. The following are the phosphate export figures for the five years ending 30th June, 1927 :—

	Tons.	*Rate per Ton.* £ *s.* *d.*	*Value.* £ *s.* *d.*
1922–23	134,350	1 10 0	201,525 0 0
1923–24	189,475	1 6 0	246,318 0 0
1924–25	206,451	1 5 0	258,066 0 0
1925–26	188,335	1 7 6	258,960 12 6
1926–27	258,775	1 7 6	355,815 12 6

Copra exports for the same periods were :—

	Tons.	*Value.* £
1922-23	5,928	89,396
1923-24	3,716	54,951
1924-25	5,692	95,928
1925-26	6,341	128,461
1926-27	2,544	39,341

The drought conditions in the Southern Gilberts, already mentioned in connection with the remission of native taxes, were responsible for the considerable fall in copra exports during the year under review.

The London Missionary Society is continuing its experiments in the manufacture of coconut fibre and coir products, with a view to estimating the readiness with which natives might adapt themselves to such an industry.

As stated in last year's report, the Palu, or Castor Oil Fish, abounds in the Ellice Group; the shark, spear-fish, sail-fish, bonito, trevally, barracuda, and porpoise are also very plentiful. The Colony would form a convenient headquarters for a fish-oil industry.

IV.—TRADE AND ECONOMICS.

The gross tonnage and values of Colony exports for the five-year period 1922-1927 were respectively :—

	Tonnage.	*Value.*
		£
1922-23	140,280	291,086
1923-24	193,193½	301,545
1924-25	215,733	369,576
1925-26	194,682	388,157
1926-27	261,323	395,728

The gross values of import over the same period were :—

	Value.
	£
1922-23	137,128
1923-24	109,145
1924-25	137,695
1925-26	125,048
1926-27	103,453

Details of the goods imported during the financial year under review are as follows :—

	Value.
	£
Anchors and chains	406
Benzine	1,847
Building material	6,946
Bicycles	315
Apparel	10,141
Explosives	2,399
Hardware	7,073
Iron	1,831
Jewellery	86
Kerosene	2,212
Machinery	3,977
Oils	5,622
Perfumery	588
Photographic materials	5
Provisions	40,809
Spirits, wines, fermented liquors, etc.	2,734
Tobacco	5,014
Wire rope	1,164
Miscellaneous	20,284
Total	£113,453

The well-sustained preponderance of the annual value of exports over that of imports is held to indicate a generally sound economic position.

A small proportion of imported goods are of Japanese manufacture, but most imports are shipped out of Australian ports and, with but one exception, are of British manufacture. Tinned meats, vegetables, and fruits form the exception: of these the majority, of an estimated value of £10,000 yearly, are American in origin. If British preserves capable of competing with those of American manufacture are being produced, there is a distinct opening for them in this Colony.

V.—COMMUNICATIONS.

The following is a summary of the vessels which called at Ocean Island during the year under review :—

From—	
Australia	48
New Zealand	7
Japan	2
Hong Kong	1
Java	1
Fiji	2
Gilbert Islands	6
Other	1
	68

Inter-insular communication within the Colony is maintained by local trading, recruiting, and missionary vessels, and may be termed haphazard.

A wireless telegraph station erected by the Administration on Ocean Island maintains a public service, via Suva radio, with all parts of the world. The small wireless sets of Messrs. Burns, Philp & Company and Messrs. On, Chong & Company in the Gilbert Islands enable the maintenance of telegraphic communications with the outlying districts.

VI.—JUSTICE, POLICE, AND PRISONS.

Ordinances for the good government of the Colony are made by the High Commissioner, and enforced locally by Deputy Commissioners in Courts constituted under the Pacific Order in Council, 1893. Appeals from these Courts are made to the Supreme Court, Fiji. A code of Native Laws is administered in Native Courts constituted by Ordinance No. 2 of 1917. District Officers, on behalf of the Resident Commissioner, are empowered to review, alter, amend, or otherwise adjust the sentences of Native Courts.

A thorough scrutiny of all judicial records was completed during the year under review; the system was standardised by the issue to Deputy Commissioners of printed forms for use in recording the minutes of proceedings in all types of criminal cases entertained by the Courts.

The Police of the Colony consist of a village constabulary appointed under the Native Laws, and an armed constabulary constituted under the Ordinance No. 9 of 1916. During 1926, a complete reorganisation of the armed constabulary was effected; a European Police Officer was appointed; and the strength of the force was increased from 44 to 63 men.

The regulation and supervision of gaols and prisons is provided for in the Ordinance No. 4 of 1916. There are three Colony gaols for prisoners undergoing sentences of over six months' imprisonment, and a prison on each island of the Groups for short-sentence prisoners. During 1926-27 the penal system of the Colony was revised; the Rules made under the Gaols and Prison Ordinance were amended; a scheme of good conduct marks for prisoners was brought into operation; and the system of gaol records was greatly extended.

VII.—PUBLIC WORKS.

No public works of outstanding importance were undertaken by the Administration. The practice of the system of communal works, under which natives are required to maintain the sanitation and hygiene of their villages, was closely investigated, and arrangements were made to ensure that no native, through the negligence of village officials, should be called upon to work outside his own settlement.

VIII.—PUBLIC HEALTH.

The Colony Central Hospital, Lunatic Asylum, and Leper Asylum are situated on Tarawa in the Gilbert Group. Admissions into the Central Hospital for the year were 321; the operations performed numbered 280; deaths in hospitals were 13.

The year was one of great medical activity on outlying islands. The intensive surgical campaign against tubercular adenitis in children, begun early in 1926, was continued, with encouraging results. A total of 2,541 children, constituting the entire juvenile population of five islands, came under examination, and on this number of children were performed 3,135 operations for the removal of diseased tonsils, adenoids, and lymphatic glands. The object in view was to attack tubercular disease in its early stages, and at the source, as a measure of prophylaxis against more deeply seated infections. It is considered early to make a definite pronouncement as to the success of such measures, but it is certainly established that hundreds of children who have undergone operation are already showing great improvement in their general condition. The campaign will be continued.

An energetic attack upon yaws was conducted during the year, a total of 12,666 injections of the arseno-benzols having been given.

In addition to the above activities, great improvements were effected during the year in the treatment and general maintenance of lepers and of the insane, in their respective asylums at Tarawa.

The total population of the Colony at the Census of 1923 was 29,580.

IX.—EDUCATION.

The Administration maintains two native boys' boarding schools —the King George V School at Tarawa and the Ellice Islands School at Vaitupu. A school for native boys of Ocean Island has been maintained since 1920 out of Banaban phosphate royalties.

Village schools throughout the two Groups are kept up by the London Missionary Society and the Society of the Sacred Heart. Progress was made during the year in the discussion of a scheme for standardising methods of teaching in these schools and bringing them gradually, as regards secular instruction, under a single system of control.

X.—LANDS.

Under existing legislation, no sale of native lands to non-natives is permitted, and no lease may be granted for a longer period than 99 years, nor for any one parcel of land in any one island of greater extent than 5 acres.

A Native Lands Commission was constituted by the Ordinance No. 8 of 1922 to determine questions of ownership and to establish new land registers. By the Ordinance No. 2 of 1927 the Resident Commissioner was enabled to perform the duties of Lands Commissioner, his appellate functions under the earlier Ordinance being transferred to the High Commissioner.

Most of the land in the Gilbert Group is needed for the support of the native population, but there is much spare coconut-producing land in the Ellice Islands, where many tons of copra are annually wasted. A real benefit would be conferred upon the native if these spare lands could be worked on behalf of the owners, upon a profit-sharing basis. A ship, however (say an auxiliary ketch of 30 tons register), would be essential to the success of such an undertaking.

XI.—LABOUR.

Native labourers from both Groups are recruited under the provisions of the Gilbert and Ellice (Labour) Regulation, 1915, for service under indenture in the coconut plantations of Fanning Island and in the phosphate workings of Ocean Island. The policy of the Administration is to encourage the recruitment of married men, so that the labourers may be surrounded, as far as possible, by home conditions. The labourers—250 on Fanning Island and 600

on Ocean Island—live comfortably, receiving housing, hospital attendance, and rations for themselves and their families on a scale authorised by Regulations. The average rate of pay earned by an able-bodied worker is 40s. per mensem.

About 650 Chinese coolies and mechanics are also engaged in the mining industry at Ocean Island.

XII.—MISCELLANEOUS.

Legislation.—Within the period under review, the Ordinance No. 8 of 1926 was enacted to provide for the organization of the Colony into Sanitary Districts, in the interests of public health. Ordinance No. 1 of 1927 provides for the control of the use and sale of explosives within the Colony.

Banking.—An Agency of the Commonwealth Bank of Australia is established at Ocean Island. The following have been the totals of annual deposits for the past five years :—

	£
1922-23	1,710
1923-24	1,037
1924-25	2,089
1925-26	1,758
1926-27	2,898

Rainfall.—Drought conditions prevailed over the Gilbert Group for the whole of the period 1926-27. The rainfall figures from Tarawa may be taken as representative of all islands :—

1926.	*Inches.*	*1927.*	*Inches.*
July	2·34	January	·24
August	2·00	February	1·83
September ...	·27	March	3·87
October ...	·00	April	·50
November ...	·54	May	·95
December ...	1·57	June	2·50

Total rainfall, 12 months, 16.61 inches.

ARTHUR GRIMBLE.
Resident Commissioner,
Gilbert and Ellice Islands Colony.

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Report for the Period 1st July, 1927—30th June, 1928.

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HISTORY AND GEOGRAPHY.

The Gilbert and Ellice Islands Colony includes Ocean Island or Banaba (Colony Headquarters), the Gilbert Group (16 islands), the Ellice Group (9 islands), and Fanning, Washington, and Christmas Islands. It lies in the mid-Pacific Ocean and is cut in one direction by the Equator and in the other by the 180th meridian of longitude. The Gilbert and Ellice Groups form a chain of coral atolls which stretch for a distance of 930 miles running north-west and south-east between the 173rd and 180th meridians of East longitude. Ocean Island lies about 250 miles to the westward, and Fanning, Washington, and Christmas Islands about 1,800 miles to the eastward of the Gilbert Group.

The total land area of the Colony is estimated to be about 180 square miles. The population is just under 30,000. There is no island, except Ocean Island, which rises as much as 15 feet above sea-level, or exceeds in width five furlongs from beach to beach. The atolls are ribbons of coral rock from five to fifty miles long, enclosing lagoons in most cases, and topped with a soil consisting mainly of pounded coral sand that will not support any useful plant except the coconut and pandanus palms and a coarse edible tuber of the taro (*calladium*) family laboriously cultivated by the native. Ocean Island, which is not a lagoon island, rises to a height of 280 feet above sea-level, has a more fertile soil than the other islands of the Colony, and is rich in deposits of phosphate of lime.

The Gilbert Group was discovered piecemeal by British Naval officers between 1765 and 1824, the Ellice Group between 1781 and 1819. In 1856, Hiram Bingham, the first white missionary, of the American (Boston) Board of Foreign Missions, brought Christianity to the Gilbert Islands. Since that date the inhabitants of both Groups have become nominally Christian.

In 1892 the two Groups were proclaimed a British Protectorate by Captain H. M. Davis, of H.M.S. *Royalist*. The jurisdiction of the Resident Commissioner of the Protectorate was extended to Ocean Island by a Proclamation of 1900. At the expressed desire of the natives both Groups were annexed to His Majesty's dominions by an Order in Council of the 10th November, 1915, and were known as the Gilbert and Ellice Islands Colony as from the 12th January, 1916.

Ocean Island, of which the inhabitants are closely related to the Gilbertese, was included within the boundaries of the Colony by an Order in Council of the 27th January, 1916, which came into operation on the 3rd April following. By the same Order, Fanning and Washington Islands were also made part of the Colony, while Christmas Island was included by an Order which took effect from the 10th November, 1916.

The Union Group (3 islands) lying about 250 miles north of Samoa was made part of the Colony by Order in Council of the 29th of February, 1916, and subsequently excluded and placed under the jurisdiction of the Governor-General in Council of the Dominion of New Zealand. The Orders in Council effecting this change were dated the 4th of November, 1925, and came into force on the 11th of February, 1926.

The language of the Ellice Islands may be regarded as a dialect of Samoan; that of the Gilbert Islands is entirely different from the Ellice speech, and shows a strong relationship to certain dialects of the Melanesian area. No "pidgin" English is used in the Colony. Conversation is carried on either in plain English or the native tongue. The native languages are almost universally used as only a few natives understand any language but their own. The Ellice

Islanders converse among themselves in the Ellice dialect, but conduct church services, and write, in Samoan.

The Gilbertese of to-day are the descendants of a small, black-skinned people who, in about the third century of our era, suffered and absorbed an invasion by a large, tawny race of Samoan type. The Ellice Islanders are an offshoot of pure Samoan stock, who settled in the Group during the 16th century.

There are no aboriginal inhabitants of Fanning, Washington, nor Christmas Islands. According to native tradition the first white man seen in the Gilbert Islands arrived as a castaway probably between 1550 and 1600 A.D. The first known white trader came to the Group about 1837. By 1846, traders and beachcombers had established themselves in both the Gilbert and Ellice Groups.

The currency used in the Colony is Australian. Weights and measures are English. A system of international money-orders is in use.

I.—GENERAL.

The Colony is under the charge of a Resident Commissioner who resides in Ocean Island, and who is responsible for his administration to the High Commissioner for the Western Pacific, who resides in Fiji. Colony Headquarters are established at Ocean Island, the outlying islands being grouped into five administrative areas three of which are in the Gilbert Group, one comprises the Ellice Group, and the fifth Fanning and adjacent islands ; each is under a District Officer. Educational and Medical Headquarters are at Tarawa, in the Gilbert Islands.

Much of the work of administration is done by the natives themselves. Each island has a Native Magistrate who, in session with the village headmen, constitutes a monthly Court established under the Native Laws Ordinance, 1917. On him falls the greatest bulk of the executive work and responsibility and, except during the few days in each month when the Native Court is in session, it is he who exercises general control, issues instructions, and decides questions on matters affecting the people as a whole. On each island also is a Native Scribe who collects licence fees, fines, and tax copra from natives, keeps records of Government cash received and disbursed, births, marriages, deaths, rainfall, shipping, and minutes of Native Court proceedings, in prescribed books. He is also the local Postmaster.

Though the climate is splendid, and malaria is non-existent, living conditions for Europeans in the two Groups are, on the whole, bad. The sandy soil affords no grazing for sheep or cattle, nor even goats ; there is thus no fresh milk, butter, or meat. Fresh fruit and green vegetables are also unknown. Imported poultry can be successfully reared, and fish is abundant, but much tinned food

must be used, which causes both waste and expense. Gastric and intestinal conditions are the common local result of insufficient and improper nutrition.

II.—FINANCE.

The totals of Colonial revenue and expenditure for the last five years have been :—

Year.	*Revenue.*			*Expenditure.*		
	£	*s.*	*d.*	£	*s.*	*d.*
1923–24	55,792	8	2	40,820	10	1
1924–25	62,770	16	0	36,419	17	6
1925–26	51,697	1	10	40,610	1	1
1926–27	52,925	1	5	44,869	13	5
1927–28	71,964	16	1	45,632	9	6

Revenue.

The following are the details of revenue for the periods 1925–26, 1926–27, and 1927–28 :—

Sources of Revenue.	1925–26.			1926–27.			1927–28.		
	£	*s.*	*d.*	£	*s.*	*d.*	£	*s.*	*d.*
Customs	23,232	12	8	20,591	11	11	28,005	14	10
Native Taxes	9,097	6	10	6,175	13	0	13,116	11	11
Licences, &c.	8,097	9	9	13,024	2	11	15,068	8	1
Fees of Court, &c. ...	1,604	2	5	1,812	10	11	6,277	18	2
Post Office	604	15	1	840	13	10	762	4	5
Telegrams	442	10	7	390	16	3	426	19	7
Royalties	6,144	5	5	6,464	5	6	5,145	10	6
Interest	1,268	15	1	1,845	10	8	1,939	19	4
Miscellaneous	455	4	0	1,029	16	5	471	9	3
Imperial Grant ...	750	0	0	750	0	0	750	0	0
Total	£51,697	1	10	£52,925	1	5	£71,964	16	1

The increase in revenue from Native Taxes from £6,200 in 1926–27 to £13,100 in 1927–28 was caused by the payment by natives of taxation which had been temporarily remitted in 1926–27 owing to drought conditions prevailing in the Gilbert Group.

The continued advance shown under the head "Licences, &c.," was caused by the increase of revenues accruing from Capitation Tax, as a consequence of the enlargement of the British Phosphate Commission's labour force of Chinese at Ocean Island. Moneys paid in commutation of other taxation by the Pacific Cable Board, Fanning Island, Limited, and by Central Pacific Plantations, Limited, on Christmas Island, are allocated to this head of revenue

Expenditure.

Details of Colonial expenditure for the same periods are as follows :—

Heads of Expenditure.	1925–26. £	*s.*	*d.*	1926–27. £	*s.*	*d.*	1927–28. £	*s.*	*d.*
Public	3,816	8	8	—			—		
Pensions	905	14	2	847	18	3	1,002	13	3
High Commissioner's Department	2,116	3	7	2,310	14	2	2,435	5	4
Resident Commissioner's Department	3,023	13	4	2,780	7	5	2,927	3	10
Treasury and Customs	2,058	3	9	1,541	16	10	1,522	13	10
District Administration	3,387	0	6	3,789	6	3	3,887	11	10
Police and Prisons	4,099	1	1	5,354	5	3	6,412	15	4
Ocean and Fanning Islands Defence Forces	31	7	3	42	9	5	18	6	8
Medical Department	4,844	17	4	8,672	19	9	9,999	17	7
Transport	5,699	11	6	1,481	5	7	165	14	8
Postal Department	294	6	1	306	5	6	310	12	8
Wireless Telegraph Department...	1,231	1	2	1,334	10	5	753	12	8
Audit Department	216	11	6	341	18	0	321	4	3
Miscellaneous	630	6	3	4,042	5	0	3,911	7	2
Lands Commission	277	0	9	83	11	9	54	16	8
Education Department	3,881	6	0	4,700	2	0	4,103	9	2
Public Works (Annually recurrent)	861	14	6	1,559	16	4	1,428	9	2
Public Works (Extraordinary) ...	147	12	9	2,178	10	2	2,736	9	1
Island Administration	3,088	0	11	3,501	11	4	3,640	6	4
Totals...	£40,610	1	1	£44,869	13	5	£45,632	9	6

The Colony Assets and Liabilities, on the 30th June, 1928 were :—

	Assets. £	*s.*	*d.*	*Liabilities.* £	*s.*	*d.*
Cash—						
In hand and at Bank ...	4',110	15	2			
Drafts, Remittances ...	8,066	16	8			
Deposits				40,450	19	1
Advances	623	16	11			
Suspense Account...				408	4	9
Unallocated Stores Account	—					
Imprests Account...	1,328	15	0			
Investment Depreciation Account...				450	0	0
Investments—						
Fixed Deposits	25,000	0	0			
Crown Agents	19,347	1	2			
Banaban Royalties ...	29,530	17	10			
Carried forward	£125,008	2	9	£41,309	3	10

	Assets.			*Liabilities.*		
	£	*s.*	*d.*	£	*s.*	*d.*
Brought forward	125,008	2	9	41,309	3	10
Estate M. Shea (deceased) ...	451	14	7			
Crown Agents' Bank Advance at call	8,900	0	0			
Excess of Assets over Liabilities...				93,050	13	6
Totals ...	£134,359	17	4	£134,359	17	4

III.—PRODUCTION.

The important and considerable products of the Colony are phosphate from Ocean Island, and copra from the Gilbert, Ellice, Fanning, Washington, and Christmas Islands. The Gilbert Islands export shark fins, but shark catching is not an industry. Schools of whales are frequently met with. The castor-oil fish abounds in the Ellice Group, and sword-fish are not uncommon there. In both the Gilbert and Ellice Groups the shark, spear-fish, sail-fish, bonito, barracouta, trevally, and porpoise are plentiful. The Colony would form a convenient headquarters not only for a fish-oil industry, but also for those interested in deep-sea fishing as a sport.

Bee culture as a native industry is still in the experimental stage, and the hives of Mexican bees brought to the King George V School for native boys, at Tarawa, continue to thrive. The students of the School and natives of Tarawa still show great interest in the experiments, and have reported the presence of bees on coconut trees at considerable distances from the hives. Quite good table-honey is being produced in increasing quantities and there is a noticeable improvement in the coconut crops at the School and surrounding areas. The results are sufficiently satisfactory to justify a continuation of the experiment with a view to establishing hives on every island.

The administrative officers continued their activities during the year in endeavouring to maintain the improvement in the native methods of planting coconuts and getting the best results from the poor soil of the islands. The landowners as a whole are keeping their areas in much better condition, are thinning out trees in over-crowded plantations, and are bringing into cultivation lands which were previously lying idle. There has been an improvement in the quality as well as the quantity of copra produced, partly as a result of work done in inducing natives to discard wasteful methods and to prepare copra in a way most acceptable to buyers, and partly owing to welcome rains and weather conditions. The drought

conditions in the Southern Gilberts, referred to in last year's report, gave way to beneficial rains which fell throughout the Colony. The pandanus fruit crop was remarkably heavy and so augmented the food supplies of the natives as to enable them to make and sell more copra.

For some months of the period under review the weather conditions at Ocean Island were not at all good for the loading of phosphate, with the result that the quantity exported was 68,268 tons less than the previous year's exports. A large steamer was wrecked at the Island during one of the storms which occurred in January, 1928. Work is in progress for the accommodation of additional labour and installation of extra machinery to bring about a larger production of phosphate to meet the growing demands in Australia and New Zealand.

The undermentioned table shows the amount of phosphate exported during the five years ended 30th June, 1928 :—

Year.	*Tons.*	*Rate per Ton.* £	*s.*	*d.*	*Value.* £	*s.*	*d.*
1923–24	189,475	1	6	0	246,318	0	0
1924–25	206,451	1	5	0	258,066	0	0
1925–26	188,335	1	7	6	258,960	12	0
1926–27	258,775	1	7	6	355,815	12	6
1927–28	190,507	1	6	0	247,659	2	0

The undermentioned table shows the amount of copra exported during the five years ended 30th June, 1928 :—

	Tons.	*Value.* £
1923–24	3,716	54,951
1924–25	5,692	95,928
1925–26	6,341	128,461
1926–27	2,544	39,341
1927–28	4,698	64,833

The Administration made efforts during the year to stimulate the art of native weaving and mat-making with the leaves of the coconut and pandanus trees. Several dozens of large floor mats made by the Gilbertese found a ready market at Ocean Island and other European centres, while the Gilbertese folding sleeping mats are sought after not only by Europeans but by the natives of the Ellice, Marshall, and Samoa Groups. Native-made hats resembling the panama hat also found ready sale.

The London Missionary Society has introduced knitting machines into the School at Beru, but has not yet reached the stage of manufacturing articles for sale. Their experiments in the manufacture of coconut fibre and coir products, referred to in last year's report, still continue.

IV.—TRADE AND ECONOMICS.

The gross tonnage and values of Colony exports for the five years ended 30th June, 1928, were respectively as follows :—

Year.	*Tonnage.*	*Value.* £
1923–24	193,193	301,545
1924–25	215,733	369,576
1925–26	194,682	388,157
1926–27	261,323	395,728
1927–28	195,224	312,834

The gross values of imports over the same period were respectively as follows :—

Year.	*Value.* £
1923–24	109,145
1924–25	137,695
1925–26	125,048
1926–27	113,453
1927–28	150,271

Details of the goods imported during the financial year ended the 30th June, 1928, are as follows :—

General Description.	*Value.* £
Anchors and chains	392
Benzine	2,724
Building material	12,367
Bicycles	271
Apparel	11,179
Explosives	2,760
Hardware	9,233
Iron	3,942
Jewellery	107
Kerosene	3,109
Machinery	9,491
Oils	6,382
Perfumery	520
Photographic materials	22
Provisions	53,628
Spirits, wines, fermented liquors	3,118
Tobacco	7,429
Wire rope	1,778
Miscellaneous	21,819
Total	£150,271

The annual value of exports continues to be in excess of that of imports. Most of the imports are shipped out of, or via, Australian ports and are, generally speaking, of British manufacture. A small proportion is of Japanese origin, being brought into the Colony by a Japanese trading firm established in the Northern Gilberts. Tinned meats, vegetables, and fruits are mainly American. The Ocean Island phosphate is exported to Australia and New Zealand. Most of the copra produced in the Gilbert Islands goes direct to America, the balance to Australia. The copra produced at Fanning and Washington Islands is shipped to America: that produced in the Ellice Islands to Fiji.

The Colony is at present in a sound economic position.

V.—COMMUNICATIONS.

The following is a summary of the vessels which called at Ocean Island and at Tarawa (Gilbert Islands) during the year ended 30th June, 1928:—

From—	*Ocean Island.*	*Tarawa.*
Australia	45	5
New Zealand	12	—
Japan	1	—
Hong Kong	2	—
Fiji	1	—
Ocean Island	—	4
Gilbert Islands	3	34*
Fanning Island	—	1
Other	—	2
	—	—
	64	46
	—	—

There is very little shipping communication between Ocean Island and other islands in the Colony. In fact, communication between all islands is irregular and uncertain, depending mainly upon small trading vessels the movements of which in turn depend upon where copra is obtainable. A mission steamer passes through the Gilbert Group twice a year and the Ellice Group once a year. Except when a warship or recruiting vessel passes through, there is no direct communication between the Gilbert and Ellice Groups. A trading vessel from Fiji visits the Ellice Group about once every three months. During the year, arrangements were completed for the building of a Government vessel, which will link up all parts of the Colony at regular intervals.

The Government wireless telegraph station at Ocean Island maintains a public service with all parts of the world. At Fanning Island there is a small wireless set which can communicate with

* Calls made by small inter-island trading vessels.

vessels in the vicinity, and a cable station which connects with Fiji and Canada. In 1927 a wireless station was opened at the London Missionary Society's local headquarters at Beru. This set maintains telegraphic and telephonic communication with Ocean Island. In addition, Messrs. Burns Philp at Tarawa and Messrs. On Chong's trading steamer each have a set in the Gilbert Islands, and the Master of the native Boys' School at Vaitupu, Ellice Islands, has a set in operation.

VI.—JUSTICE, POLICE, AND PRISONS.

Ordinances for the government of the Colony are made by the High Commissioner and enforced locally by Deputy Commissioners in Courts constituted under the Pacific Order in Council, 1893. Appeals from these Courts are made to the Supreme Court, Fiji. A code of Native Laws is administered in Native Courts constituted by Ordinance No. 2 of 1917. District Officers, on behalf of the Resident Commissioner, are empowered to review, alter, amend, or otherwise adjust the sentences of Native Courts.

During the year under review there was no capital punishment executed nor flogging inflicted; in fact there was no serious crime brought to notice. The natives as a body are peaceful and law-abiding, and persons of any nationality or either sex may move about without fear of molestation. Dwellings are seldom locked even when the occupiers are absent, and cases of theft are very few. Except those engaged on Government duties, or fishing, the natives retire to their villages at nightfall and remain there till daybreak. The supply to, or drinking by, natives of intoxicating liquor is forbidden by law. There does not appear to be any desire on the part of natives to procure imported liquor.

There are no unemployed Europeans nor beachcombers in the Colony.

District Officers make frequent visits to the islands under their administration, review the sentences of Native Courts, inspect island prisons and native court and prison records, and interview prisoners. The inspections show that records are carefully kept and that Native Magistrates and their native advisers are, year by year, becoming more alive to their responsibilities and the extent of their powers.

The Police of the Colony consist of an Armed Constabulary constituted under Ordinance No. 9 of 1916, and a Village Constabulary appointed under the Native Laws. The Colony Armed Constabulary has a strength of one European officer and 83 native non-commissioned officers and men; the Village Constabulary strength stands at 272.

The regulation and supervision of gaols and island prisons is provided for under Ordinance No. 4 of 1916. There are five Colony gaols, the three most important being at Ocean Island, Tarawa, and Funafuti, for prisoners undergoing sentences of over six months'

imprisonment, and an island prison on each island in the Gilbert and Ellice Groups for short-sentence prisoners. Under a scheme of good conduct marks, male prisoners may earn a remission up to one-quarter of their sentence, and female prisoners up to one-third of their sentence.

VII.—PUBLIC WORKS.

During the period under review a new and commodious quarantine station was built at Ocean Island for the accommodation, segregation, and observation of large bodies of Asiatic and other labour brought to the island.

In pursuance of a scheme to retain lepers in the Colony and more effectually to segregate them and keep them under closer observation, the building of a new leper hospital within easy distance of the medical headquarters at Tarawa was commenced. As far as local conditions will allow, the hospital and grounds are being laid out with a view to making the surroundings as pleasant as possible for the patients.

Extensions to the King George V School were made, and the Tarawa Gaol buildings were made mosquito-proof.

The revised system of communal work, under which natives are required to maintain the sanitation and hygiene of their villages, is working satisfactorily. Special attention was directed to the cleaning of undergrowth in the vicinity of villages with a view to giving more ventilation and reducing the number of breeding places of mosquitoes and flies. Much useful work was done by the native communities, with the result that villages and sleeping and meeting houses are clean and in good repair.

VIII.—PUBLIC HEALTH.

The Colony Central Hospital, Lunatic Asylum, and Leper Asylum are situated on Tarawa in the Gilbert Islands. No Europeans were admitted to the Central Hospital during the year under review; one was admitted to the Leper Asylum. Native admissions into the Central Hospital were 359; the operations performed numbered 377; deaths in hospital were 20. At the adjacent island of Abaiang 88 major operations were performed.

The general health of the native population of the Gilbert and Ellice Groups has been good. All villages being on the sea-shore, drop-latrines are built over the sea; the sand being cleaned twice daily by the tides, all sewerage is rapidly disposed of. Pollution of the soil instead of the use of latrines is very rare among the natives of the Colony.

Tuberculosis is the most serious disease in the Colony and it is estimated that this disease is responsible for at least 30 per cent. of the total number of deaths per annum. The intensive surgical campaign against tubercular adenitis in children, begun early in

1926, was continued. The object in view is to attack tubercular disease in its early stages and at the source, as a measure of prophylaxis against more deeply-seated infections. It is somewhat early yet to make a definite pronouncement as to the success of such measures, but it is certainly established that hundreds of children who have undergone operation are already showing great improvement in their general condition. The campaign is being continued.

The attack upon yaws was continued. The total number of neo-salvarsan injections given was 7,337 (6,111 in the Gilbert Group and 1,226 in the Ellice Group). Practically every native member of the community suffers from yaws at some period of life.

An epidemic of influenza of a mild nature continues, as in the past, to make its appearance without fail after the visit of ships from the outside world, more particularly if the ship carries a native crew.

During the period under review all islands of both Groups were visited by the Senior Medical Officer or a senior member of the staff. The native medical staff has been increased under an approved scheme, and Gilbertese students are being trained in Fiji to fill the posts of Native Medical Practitioners. At island hospitals 25,024 out-patients were treated, 2,396 were admitted to hospitals, 1,386 minor operations were performed, and there were 176 deaths.

There are 27 cases of leprosy under treatment; one European and four natives were admitted during the year. There are seven mental cases under treatment. Improvements were effected during the year in the treatment and general maintenance of lepers and of the insane, in their respective asylums at Tarawa.

New aseptic furniture for the operating theatre at Tarawa was installed.

In December, 1927, the Senior Medical Officer proceeded to Fiji to attend conferences at which were discussed plans of work in connection with medical campaigns to be prosecuted in the Gilbert and Ellice Islands Colony, with the assistance and financial aid of the Rockefeller Foundation.

Ordinance No. 2 of 1928 provides for the compulsory vaccination if necessary of all persons within the Colony. Vaccination will be proceeded with when suitable arrangements can be made for the regular supply and proper storage of lymph.

IX.—EDUCATION.

The Administration maintains two native boys' schools—the King George V School at Tarawa, Gilbert Islands, with 90 pupils, and a school at Vaitupu, Ellice Islands, with 60 pupils. A school for native boys on Ocean Island has been maintained since 1920 out of Banaban phosphate royalties.

Village schools for native boys and girls throughout the Gilbert and Ellice Groups are kept up by the London Missionary Society

and the Society of the Sacred Heart. In pursuance of a scheme for standardising methods of teaching in these schools and bringing them gradually, as regards secular instruction, under a single system of control, arrangements were completed for 10 native teachers to go into training at the King George V School. These teachers-in-training will be accommodated and rationed by Government and will receive an allowance while in training, and will later be sent to schools at outlying islands.

During the year, arrangements were completed with the British Phosphate Commissioners for the establishment of a school for European children at Ocean Island. The school will be in charge of a qualified Master.

Several of the youths from the King George V School have been placed in Government positions according to their ability and are performing their respective duties satisfactorily. It is hoped that in time the responsible positions of Native Magistrate, Scribe, Interpreter, Native Dresser, and senior Constabulary posts will be filled by natives who have been trained at the Government schools and who have become proficient in English both written and spoken.

X.—LANDS.

The native method of land-tenure may be described as a compromise between the communal and individual systems. In theory a landowner has only a life interest in the property, but in practice he is allowed by custom to exercise a reasonable initiative in the alienation of portions of his lands to relatives outside the immediate circle of his next-of-kin.

Most of the land in the Gilbert Group is needed for the support of the native population, but there is much spare coconut-producing land in the Ellice Islands, where many tons of copra are annually wasted. A real benefit would be conferred upon the native if these spare lands could be worked on behalf of the owners upon a profit-sharing basis.

Under existing legislation—Native Lands Ordinance No. 18 of 1917—no sale of native lands to non-natives is permitted, and no lease may be granted for a longer period than 99 years, nor for any one parcel of land in any one island of greater extent than 5 acres without the approval of the High Commissioner.

A Native Lands Commission was constituted by Ordinance No. 8 of 1922 to determine questions of ownership and to establish new land registers. By Ordinance No. 2 of 1927 the Resident Commissioner was enabled to perform the duties of Lands Commissioner, his appellate functions under the earlier Ordinance being transferred to the High Commissioner.

The purchase value of good coconut-bearing land in the Gilbert and Ellice Groups, as between native and native, has fixed itself by custom at £12 per acre. If, however, a European wishes to lease

land and have the use of the produce of the trees, the rental rate is assessed at about £3 per acre on the basis of an average copra yield of 8 cwt. per acre. On Ocean Island special values obtain as phosphate deposits are taken into consideration.

The lands on Fanning, Washington, and Christmas Islands are in the hands of private companies and are not at present available for lease or purchase in sub-divided areas.

XI.—LABOUR.

Native labourers from both Groups are recruited under the provisions of the Gilbert and Ellice (Labour) Regulation, 1915, for service under indenture in the phosphate workings of Ocean Island and the coconut plantations of Fanning Island. During the year ended 30th June, 1928, the British Phosphate Commissioners recruited labour twice from the Gilbert Islands and visited the Ellice Islands once. Two vessels also arrived from Hong Kong, bringing Chinese labour for the Commissioners and took away time-expired labour. The Fanning Island Limited recruited labour once during the year in the Gilbert Group. The policy of the Administration is to encourage the recruitment of married men, so that labourers may be surrounded, as far as possible, with home conditions. The labourers, with families—about 350 on Fanning and Washington Islands and 650 on Ocean Island—live comfortably, receiving housing, hospital attendance, and rations on a scale authorised by Regulations. The average rate of pay earned by an able-bodied worker is 40*s*. per mensem. The Chinese labourers engaged in the phosphate industry at Ocean Island are managed and controlled under the provisions of the Employees Control Ordinance No. 5 of 1923.

There is no forced labour in the Colony. Under the provisions of the Native Laws Ordinance, 1917, the native authorities are responsible for the good order and cleanliness of the islands and villages thereon, and for ensuring that dwelling and meeting houses, &c., are kept in repair by the natives using them, but beyond that no native is required to work outside his own settlement.

XII.—MISSIONS.

The London Missionary Society and the Sacred Heart Mission, which are the two Missions in the Colony, maintained their activities during the period under review. The headquarters of the London Missionary Society in the Gilbert Islands are at Beru; the Ellice Islands come within the sphere of operations of the Samoa Branch of the Society. The headquarters of the Mission of the Sacred Heart (Roman Catholic) are at present at Tarawa. There is no Roman Catholic Mission in the Ellice Group, the natives of which are all Protestant. No special provision is made for Europeans, who however may, if they so desire, take part in the services conducted for natives by European or native missionaries. The Church

of England Bishop of Polynesia visited the Colony in June, 1928. The present Roman Catholic Bishop in charge of the Mission in the Gilbert Group arrived in the Colony in September, 1927.

XIII.—POPULATION.

The total population of the Colony on 30th June, 1928, was 29,855. Of this number, 229 were Europeans, 632 Asiatics (601 on Ocean Island), and 29,263 were natives. The native population was distributed as follows, viz :—

			Births and Deaths of Natives during year ended 30-6-28.	
			Births.	*Deaths.*
Ocean Island—				
Banabans	587			
Gilbert and Ellice native labourers	645			
		1,232	43	23
Gilbert Islands—				
Little Makin	666		39	22
Butaritari	1,578		48	46
Marakei	1,676		66	24
Abaiang	2,425		80	49
Tarawa	2,398		82	53
Maiana	1,250		46	38
Kuria	200		3	1
Aranuka	268		2	5
Abemama	687		6	8
Nonouti	1,980		28	29
Tabiteuea	3,596		104	101
Beru	1,964		40	23
Nikunau	1,629		20	23
Onotoa	1,521		23	23
Tamana	835		23	13
Arorae	1,140		28	7
		23,813		
Ellice Islands—				
Nanumea	814		24	23
Nanumanga	388		15	13
Niutao	680		24	14
Nui	398		9	10
Vaitupu	563		25	10
Nukufetau...	365		16	4
Funafuti	381		13	3
Nukulaelae...	197		10	6
Nurakita (Sophia Is.)	38		1	1
		3,824		
Fanning and Washington Islands (Gilbertese).		368	11	1
Christmas Island (Tahitians)		26	No record.	
Total		29,263	829	573

The population has remained practically stationary for several years past. A satisfactory increase can only be hoped for when, with education and continued perseverance on the part of the Medical Department and the Department of District Administration

in their efforts for the preservation of child life, the native will be brought to such a state of mind as will make him realise the duty he owes to his race, family, and himself, by co-operating with his well-wishers in carrying out the simple rules of hygiene.

XIV.—RAINFALL.

The rainfall figures from the islands of the Colony for the year ended 30th June, 1928, are as follows :—

Island.	*Inches.*
Ocean Island	66.59
Little Makin (Gilbert Group)	117.33
Butaritari ,, ...	125.02
Marakei ,, ...	97.30
Abaiang ,, ...	97.20
Tarawa ,, ...	81.11
Maiana ,, ...	76.85
Kuria ,, ...	69.65
Ananuka ,, ...	72.74
Abemama ,, ...	79.85
Nonouti ,, ...	46.53
Tabiteuea ,, ...	40.03
Beru ,, ...	70.45
Nikunau ,, ...	61.44
Onotoa ,, ...	69.80
Tamana ,, ...	65.30
Arorae ,, ...	60.53
Nanumea (Ellice Group)	128.99
Nanumanga ,, ...	121.89
Niutao ,, ...	137.15
Nui ,, ...	126.18
Vaitupu ,, ...	128.58
Nukufetau ,, ...	143.49
Funafuti ,, ...	136.00
Nukulaelae ,, ...	134.36
Nurakita (Sophia Is.) ,, ...	No record.
Fanning Island	88.06
Washington Island	No record.
Christmas Island	No record.

In normal seasons the wettest months are December, January, and February, while the months with least rainfall are September and October. Ocean Island and the Gilbert Group are subject to drought. Fanning Island and the Southern Ellice appear to be outside the area where drought conditions may be expected. The drought which prevailed throughout the Gilbert Group during 1926 and 1927 passed away, and from November, 1927, to February, 1928, the Group received most beneficial rains. The strong westerly gales which may be expected during the same period of the year

were exceptionally severe and seriously interfered with shipping. In January, 1928, the islands of Butaritari and Little Makin were visited by a hurricane which did considerable damage to property and coconut trees, but there was no loss of life.

The monthly figures for Ocean Island, Tarawa (representing the Gilbert Islands), and Funafuti (representing the Ellice Islands) were :—

1927.	*Ocean Island.* *inches.*	*Tarawa.* *Gilbert Islands.* *inches.*	*Funafuti.* *Ellice Islands.* *inches.*
July	6.30	2.42½	4.06
August	1.66	2.83	11.63
September	2.56	2.40	14.06
October	.33	—	13.85
November	5.60	.99	15.48
December	17.79	15.45	8.86
1928.			
January	18.26	17.67	16.10
February	11.90	26.27½	11.35
March...	.19	4.96	9.34
April	.79	2.39	11.89
May	.08	1.99	12.04
June	1.13	3.73	7.34
Totals... ...	66.59	88.11	136.00

XV.—MISCELLANEOUS.

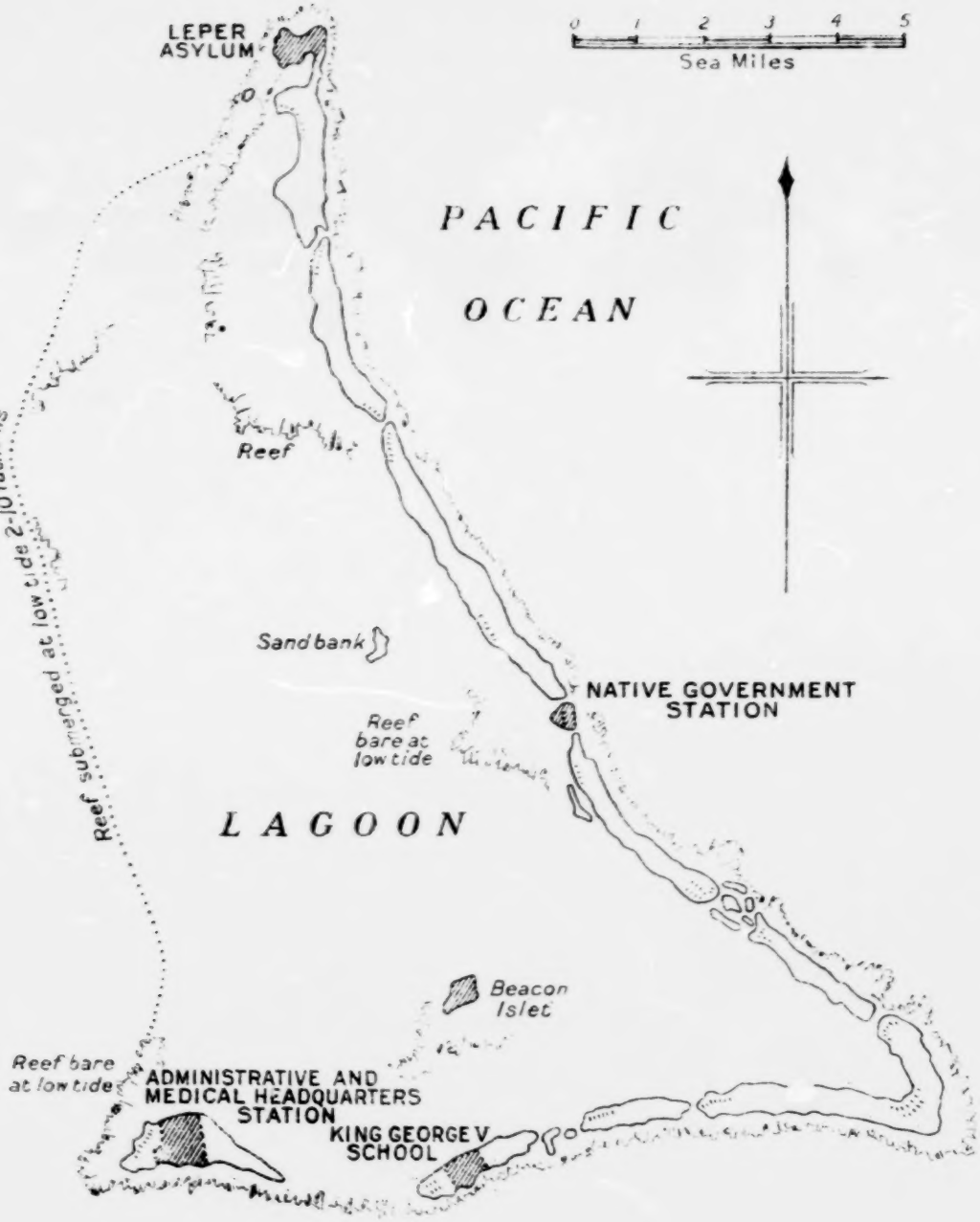
Legislation.

During the year under review Ordinance No. 4 of 1927 was enacted to make provision for the establishment of leper asylums and for the control of lepers within the Colony ; Ordinance No. 6 of 1927 to provide for the care and maintenance of lunatics ; Ordinance No. 8 of 1927 to regulate the importation, exportation, manufacture, sale, or use of drugs and poisons ; Ordinance No. 2 of 1928 to provide for the compulsory vaccination of all persons within the Colony.

Banking.

An Agency of the Commonwealth Bank of Australia (Savings Bank Branch) is established on Ocean Island. There are no banks in the Gilbert and Ellice Groups, where the traders generally have a current account with the principal firms who act as their agents and bankers. Natives may deposit their cash with the Government for safekeeping and may withdraw whatever amounts they may require from any financial officer in any part of the Colony upon personal application and the production of the Pass Book.

CHARLES A. SWINBOURNE,
Acting Resident Commissioner,
Gilbert and Ellice Islands Colony.



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GEOGRAPHY AND HISTORY.

1. The twenty-five islands of the Gilbert and Ellice Groups form a chain of coral atolls in mid-Pacific, cut by the Equator and lying close against the 180th meridian of longitude.

2. Beside these two Groups the Colony contains Ocean Island, some 250 miles to westward, and Fanning, Washington, and Christmas Islands, some 1,800 miles to eastward, of the Gilbert Group. The various components of the Colony are so scattered that a rectangle of a million square miles of ocean would not contain them all ; and yet their aggregate area amounts to less than 200 square miles of land.

3. Geologically speaking, Ocean Island stands alone in the Colony, being an island of the " upheaved " type : its highest point is 280 feet above sea-level. All the other islands belong to the Central Pacific

" area of subsidence," having been formed by the upward growth of coral around the flanks of mountains long since submerged. There is no island which rises as much as 15 feet above sea-level, or exceeds in width five furlongs from beach to beach. The atolls are mere ribbons of land from five to fifty miles long, enclosing lagoons in most cases, and topped with a soil so sandy that it will support no useful plant save the coconut, the pandanus palm, and a coarse edible tuber called " babai " (*sp. calladium*) laboriously cultivated by the native.

4. The Gilbert Group was discovered, piecemeal, by British Naval officers between 1765 and 1824 ; the Ellice Group, between 1781 and 1819. The first known white trader came to the Gilberts in 1873, and was responsible for the introduction of rum and guns to the natives of Tarawa. By 1846, when Commodore Wilkes of the United States Navy visited the Gilbert and Ellice Islands, not a few beachcombers and traders had established themselves in both Groups. This was a period of great violence, when native factions were incited and actually led to battle by fugitives from the prisons of civilization, and the native name for the white man was " The Killer."

5. In 1856 the first missionary, Hiram Bingham, of the American (Boston) Board of Foreign Missions, preached Christianity in the Gilbert Islands. Between the 'fifties and the early 'nineties of last century, the Ellice Group became the happy hunting ground of the " black birders," who kidnapped thousands of natives for forced labour in the coffee plantations of Central America, and also introduced measles to the race. By these two evils the race was reduced from over 20,000 souls to under 3,000.

6. In 1892 the two Groups were proclaimed a British Protectorate by Captain H. M. Davis, of H.M.S. *Royalist*. The jurisdiction of the Resident Commissioner of the Protectorate was extended to Ocean Island by a Proclamation of 1900. At the expressed desire of the natives both Groups were annexed to His Majesty's dominions by an Order in Council of the 10th November, 1915, and were known as the Gilbert and Ellice Islands Colony as from the 12th January, 1916.

7. Ocean Island, of which the inhabitants are closely related to the Gilbertese, was included within the boundaries of the Colony by an Order in Council of the 27th January, 1916, which came into operation on the 3rd April following. By the same Order, Fanning and Washington Islands were also made part of the Colony, while Christmas Island was included by an Order which took effect from the 10th November, 1916.

8. The Union Group (3 islands) lying about 250 miles north of Samoa was made part of the Colony by Order in Council of the 29th February, 1916, and subsequently excluded and placed under the jurisdiction of the Governor-General in Council of the Dominion

of New Zealand. The Orders in Council effecting this change were dated the 4th of November, 1925, and came into force on the 11th of February, 1926.

9. The language of the Ellice Islands may be regarded as a dialect of Samoan; that of the Gilbert Islands is entirely different from the Ellice speech, and shows a strong relationship to certain dialects of the Melanesian area. No "pidgin" English is used in the Colony. Conversation is carried on either in plain English or the native tongue. The native languages are almost universally used, as only a few natives understand any language but their own. The Ellice Islanders converse among themselves in the Ellice dialect, but conduct church services, and write, in Samoan.

10. The Gilbertese of to-day are the descendants of a small, black-skinned people who, in about the third century of our era, suffered and absorbed an invasion by a large, tawny race of Samoan type. The Ellice Islanders are an offshoot of pure Samoan stock, who settled in the Group during the 16th century. There are no aboriginal inhabitants of Fanning, Washington, or Christmas Islands.

CURRENCY.

11. All taxes, duties, fees, fines, and wages are payable in British coin, but the currency commonly used in the Colony is Australian. A system of international money orders is established. Postal Orders of values from 6*d*. to £1 are issued from Ocean Island only, but are cashed throughout the Colony.

WEIGHTS AND MEASURES.

12. The local use of the Standard Weights and Measures of the United Kingdom is validated by Ordinance No. 10 of 1916.

I.—General.

13. The Colony is under the charge of a Resident Commissioner, who is responsible to the High Commissioner for the Western Pacific, who resides in F

14. Ocean Island, standing alone, 240 miles to westward of the Central Gilberts, is the Colony headquarters. This island, 1,500 acres in extent, possesses deposits of phosphate of lime. The phosphate is worked, under licence from the Crown, by the British Phosphate Commissioners, whose local European staff numbers about 60, and who employ some 750 Gilbertese and 750 Chinese labourers in mining operations. A wireless telegraph station (5 kilowatts) is maintained by the Administration.

15. Fanning Island, with its neighbour, Washington Island, forms an administrative district under the charge of a District Officer. The first-named is the headquarters of Fanning Island, Limited,

which employs about 250 Gilbertese labourers in the copra industry. On this island is also a station of the former Pacific Cable Board, now taken over by "Imperial and International Communications Limited."

16. The Gilbert and Ellice Groups are sub-divided into four districts, each under the charge of a District Officer. Of these the Butaritari District of four islands (Little Makin, Butaritari, Marakei, Abaiang) is the most northerly. Butaritari is a port of entry, and the headquarters of Messrs. On, Chong, and Company, of Sydney, a copra trading concern. At Butaritari, also engaged in the export of copra, is the Japanese firm, Nanyo Boyeki Kaisha. The island is the headquarters of the Roman Missionary Society of the Sacred Heart.

17. The Tarawa District embraces seven islands (Tarawa, Maiana, Abemama, Kuria, Aranuka, Nonouti, Tabiteuea). At Tarawa are the Government Central Hospital, Leper Station, and Lunatic Asylum; the King George V School for native boys; and a Colony gaol. The island is the headquarters of Messrs. Burns, Philp (South Sea) Company, of Fiji and Sydney, the most considerable copra exporters in the two Groups. A small wireless telegraph station is maintained on Tarawa by the firm.

18. The Beru District is composed of the five most southerly islands of the Gilbert Group (Beru, Nikunau, Onotoa, Arorae, Tamana). On Beru is the Central Training School of the London Missionary Society, with 200 resident native scholars of both sexes and a European staff of six persons.

19. The Ellice Islands (Nanumea, Nanumanga, Niutao, Nui, Nukufetau, Vaitupu, Funafuti, Nukulailai, Nurakita) form a single administrative unit. Headquarters are at Funafuti, where a Colony gaol and a central hospital are established. This island is also the Group headquarters of Messrs. Burns, Philp (South Sea) Company. On the neighbouring island of Vaitupu is the Government Native Boys' Boarding School, under the charge of a resident European Headmaster.

20. Much of the work of administration is done by the natives themselves. Each island has a Native Magistrate who, in session with the village headmen, constitutes a monthly Court established under the Native Laws Ordinance, 1917. On him falls the greatest bulk of the executive work and responsibility and, except during the few days in each month when the Native Court is in session, it is he who exercises general control, issues instructions, and decides questions on matters affecting the people as a whole. On each island also is a Native Scribe who collects licence fees, fines, and tax copra from the natives, keeps records of Government cash received and disbursed, births, marriages, deaths, rainfall, shipping, and minutes of Native Court proceedings, in prescribed books. He is also the local Postmaster.

21. The population of 30,000 souls represent the largest body of natives under close and complete administration within the limits of the Western Pacific High Commission. The system of local government by native bodies under the supervision of European officers has reached a more advanced stage than elsewhere in the Pacific, and the day is in sight when it may become possible to allot even greater responsibilities to indigenous assemblies. The ultimate end in view is that the Gilbertese and Ellice peoples may learn to govern themselves. If education progress, and the right type of officer be employed during the vital period of transition, there exists no reason why these people should not be a self-governing community within the next 50 years.

Living Conditions.

22. Though the climate is splendid, and malaria is non-existent, living conditions for Europeans in the two Groups are on the whole bad. The sandy soil affords no grazing for sheep or cattle, or even goats ; there is thus no fresh milk, butter, or meat. Fresh fruit and green vegetables are also unknown. Imported poultry can be successfully reared, and fish is abundant, but much tinned food must be used, which causes both waste and expense. Gastric and intestinal conditions are the common local result of insufficient and improper nutrition.

II.—Finance.

Revenue.

23. The Revenue for 1928–29 amounted to £73,712 1*s.* 3*d.*, exceeding the estimate by £13,999 and showing an advance of £1,748 upon the previous year's receipts.

24. The following are the details of revenue for the periods 1927–28 and 1928–29 :—

Sources.	1927–28.			1928–29.		
	£	*s.*	*d.*	£	*s.*	*d.*
Customs	28,005	14	10	28,096	19	5
Native Taxes	13,116	11	11	10,308	9	8
Licences, etc.	15,068	8	1	16,059	13	6
Fees of Court, etc. ...	6,277	18	2	3,268	16	9
Post Office	762	4	5	772	4	11
Telegrams	426	19	7	643	2	9
Royalties	5,145	10	6	5,988	3	6
Interest	1,939	19	4	2,272	16	5
Miscellaneous	471	9	3	5,739	4	4
Imperial Grant ...	750	0	0	562	10	0
Total ...	£71,964	16	1	£73,712	1	3

Expenditure.

25. The total expenditure for the year amounted to £60,595 0*s*. 9*d*., as against £45,632 for the previous twelve months. The increase was mainly due to the payment of £15,441 0*s*. 5*d*. towards the cost of a new Colony vessel, which was being built in England during the year under review.

26. Details of expenditure for 1927–28 and 1928–29 are as follows :—

Heads.	1927–28.			1928–29.		
	£	*s*.	*d*.	£	*s*.	*d*.
Pensions	1,002	13	3	1,083	14	9
High Commissioner's Department.	2,435	5	4	2,258	3	4
Resident Commissioner's Department.	2,927	3	10	2,558	18	0
Treasury and Customs...	1,522	13	10	1,379	3	1
District Administration	3,887	11	10	4,008	3	2
Police and Prisons ...	6,412	15	4	7,104	10	5
Ocean and Fanning Islands Defence Forces.	18	6	8	23	13	8
Medical Department ...	9,999	17	7	8,541	19	4
Transport	165	14	8	—		
Postal Department ...	310	12	8	479	3	8
Wireless Telegraph Department.	753	12	8	1,238	19	2
Audit Department ...	321	4	3	317	10	0
Miscellaneous	3,911	7	2	2,836	17	1
Lands Commission ...	54	16	8	52	15	2
Education Department	4,103	9	2	4,447	0	9
Public Works ... ... (Annually Recurrent).	1,428	9	2	2,036	13	11
Public Works ... ... (Extraordinary).	2,736	9	1	18,520	7	7
Island Administration ...	3,640	6	4	3,707	7	8
Total ...	£45,632	9	6	£60,595	0	9

27. The totals of Colony revenue and expenditure for the last five years have been :—

Year.	*Revenue.*			*Expenditure.*		
	£	*s*.	*d*.	£	*s*.	*d*.
1924–25	62,770	16	0	36,419	17	6
1925–26	51,697	1	10	40,610	1	1
1926–27	52,925	1	5	44,869	13	5
1927–28	71,964	16	1	45,632	9	6
1928–29	73,712	1	3	60,595	0	9

Assets and Liabilities.

28. The Balance Sheet of the Colony at the 30th June, 1929, showed an excess of Assets over Liabilities amounting to £106,167 14*s.* 0*d.* The possession of this Reserve, which is equivalent to the total of about two years' normal revenue, is considered to place the Colony in a comfortable financial position, and to permit of the improvement of local works and institutions on a larger scale than has heretofore been possible.

29. The statement of Assets and Liabilities is as follows :—

	Assets.			*Liabilities.*		
	£	*s.*	*d.*	£	*s.*	*d.*
Cash—						
In hand and at Bank	20,401	5	1			
Drafts, Remittances...	7,640	6	4			
Deposits				44,656	2	10
Advances	349	18	0			
Suspense Account ...	45	12	5			
Imprests Account ...	2,236	15	0			
Investment Depreciation				600	0	0
Investments—						
Fixed Deposits ...	58,500	0	0			
Crown Agents ...	20,000	0	0			
Banaban Royalties ...	32,000	0	0			
Joint Colonial Fund...	9,800	0	0			
Estate Michael Shea (deceased).	450	0	0			
Excess of Assets over Liabilities.				106,167	14	0
Total ...	£151,423	16	10	£151,423	16	10

III.—Production.

30. *Phosphate of lime* is the most important product of the Colony. This mineral is mined at Ocean Island by the British Phosphate Commissioners (see paragraph 14), and exported at the average rate of about a quarter of a million tons a year. During the period under review the Commissioners made considerable progress with certain extensions of their local plant, designed to increase the output to 400,000 tons a year.

31. The deposits of phosphate at Ocean Island and Nauru (which lies some 180 miles to westward), though affording only 3 or 4 per cent. of the world's supply, represent the largest source of the mineral within the British Empire. They are owned by the United Governments of Great Britain, Australia, and New Zealand, and all phosphate produced is disposed of within these countries.

32. The amounts of phosphate exported during the last five years were :—

Year.	*Tons.*	*Value per ton.*			*Total value.*		
		£	*s.*	*d.*	£	*s.*	*d.*
1924–25 ...	206,451	1	5	0	258,066	0	0
1925–26 ...	188,335	1	7	6	258,960	12	0
1926–27 ...	258,775	1	7	6	355,815	12	6
1927–28 ...	190,507	1	6	0	247,659	2	0
1928–29 ...	233,820	1	5	0	292,275	0	0

33. *Copra* is the product of all islands of the Colony save Ocean Island. In the Gilbert and Ellice Groups all coconut plantations are in the hands of the natives, no ownership of land by non-natives being permitted by law. As pointed out in the Report for 1924–26, the native method of copra production is defective, inasmuch as the flesh of the coconut is broken into small pieces, on the edges of which free fatty acids are produced, causing difficulty in the industrial processes for which the copra is destined. Local firms were invited to encourage better methods of production by offering a slightly higher price for copra made in large pieces, but no response was made to this suggestion.

34. It is estimated that the area under coconut plantation within the Colony amounts to 20,000 acres, of which the produce in a normal year is about 6,000 tons of copra. The average output per acre for trade purposes is thus 6 cwt., a very poor figure when compared with the 16–18 cwt. of Samoan plantations. It is, of course, to be remembered that many thousands of coconuts are annually used as food by the natives, but taking this into account it is conjectured that the potential productivity per acre would not exceed 8 cwt. This low yield is due to the native's habit of over-planting his land. The progress made in teaching landowners better methods of planting and cultivation is very slow, and will only prove successful in proportion as the general education of the race is improved.

35. Copra exports for the last five years have been :—

Year.	*Tons.*	*Value.*		
		£	*s.*	*d.*
1924–25	5,692	95,928	0	0
1925–26	6,341	128,461	0	0
1926–27	2,544	39,341	0	0
1927–28	4,698	64,833	0	0
1928–29	4,122	55,657	0	0

The extremely low figure for 1926–27 was due to a severe drought of the kind which periodically visits the Gilbert Group.

36. *Mat-Making.*—The mats woven by native women of pandanus leaf are among the finest in the Pacific. *Hats* of a texture and durability equal to the finest Panama are also produced. If a market for these products were available, it would be easy to organize a local industry upon a large scale.

37. *Bee culture.*—The Mexican bee having been found to thrive in these islands, the time has come to experiment in apiculture on a larger scale than has hitherto been attempted. The expenditure of a few hundred pounds each year in this direction would be justified by the great possibilities which might lie in the establishment of a beeswax industry.

38. *Pearl shell* exists in the lagoon of Christmas Island, but the owners (Central Pacific Plantations, Limited) do not pay much attention to the export of this commodity. Shell has also been found in Onotoa lagoon (Southern Gilberts), but cannot be worked by naked diving, owing to the presence of a ferocious type of eel, which has been responsible for a considerable loss of life among natives.

39. *Fisheries.*—The Colony would form a convenient head-quarters for a fish-oil industry. The celebrated palu, or castor-oil fish, abounds in the Ellice Group. The shark, sailfish, and porpoise are plentiful everywhere.

40. For sporting purposes, there is no fishing ground in the world that excels the waters of the Gilbert Islands. In addition to the sharks (grey-nurse, tiger, and hammerhead) running up to 1,000 lb. weight, and the spearfish, which sometimes touch 600 lb., the deep water around the islands teems with giant ray, barracuda, cero, bonito, and trevally. The trevally is particularly in evidence, and sometimes turns the scale at over 120 lb.

IV.—Trade and Economics.

41. The total value of the Colony's trade during the year under review was as follows :—

Imports	...	...	...	£190,436.
Exports	...	...	...	£348,272.

The values of imports and exports for the five years ended 30th June, 1929, were :—

Year.				*Imports.* £	*Exports.* £
1924–25	...	...	...	137,695	369,576
1925–26	...	...	...	125,048	388,157
1926–27	...	...	...	113,453	395,728
1927–28	...	...	...	150,271	312,834
1928–29	...	...	...	190,436	348,272

42. Details of the goods imported during the year are as follows :—

General Description.	*Values.*
	£
Anchors and chains	362
Benzine	3,206
Building material	15,609
Bicycles	231
Apparel	11,723
Explosives	2,470
Hardware	10,724
Iron	3,480
Jewellery	131
Kerosene	3,314
Machinery	12,209
Oils	6,350
Perfumery	424
Photographic materials	35
Provisions	79,307
Spirits, wines, fermented liquors	3,102
Tobacco	7,725
Wire rope	1,424
Miscellaneous	28,610
Total ...	£190,436

43. A small proportion of imported goods are of Japanese manufacture, but most imports are shipped out of Australian ports and, with but one exception, are of British manufacture. Tinned meats, vegetables, and fruits form the exception : of these the majority, of an estimated value of £10,000 yearly, are American in origin. If British preserves capable of competing with those of American manufacture are being produced, there is a distinct opening for them in this Colony.

44. The Ocean Island phosphate is exported to Australia and New Zealand. Most of the copra produced in the Gilbert Islands goes direct to America, the balance to Australia. The copra produced at Fanning and Washington Islands is shipped to America : that produced in the Ellice Islands to Fiji. The Colony is at present in a sound economic position.

V.—Communications.

Shipping.

45. Good steamship communication between Ocean Island and Australia is maintained by the vessels of the British Phosphate Commissioners. The Australian port of call and departure is generally Melbourne, but phosphate vessels occasionally sail out of

Sydney and Newcastle also. A few sailings each year are made to and from New Zealand. The following is a summary of the vessels which called at Ocean Island during the year ended 30th June, 1929 :—

From.	*Ocean Island.*
Australia and Nauru	45
New Zealand	8
Japan	3
Hong Kong	—
Fiji	—
Gilbert Islands	6
Fanning Island	—
Other	2
Total ..	64

46. The distributing centre for Mails in the Groups is Tarawa, which is connected direct with Australia perhaps twice a year by the irregular visits of vessels chartered by Messrs. Burns, Philp and Company for the purpose of exporting copra. Between Tarawa and the Colony headquarters at Ocean Island, communication is haphazard, depending upon the movements of the British Phosphate Commissioners' vessel from Ocean Island, upon the visits of the London Missionary Society's vessel, s.s. *John Williams*, and upon the annual tour of the Groups made by a British sloop-of-war from the New Zealand Naval Station.

47. Inter-insular communication within the two Groups is maintained by these three vessels, and by two small craft engaged in the local copra trade on behalf of Messrs. Burns, Philp and Company and Messrs. On, Chong and Company. The Gilbert Islands are connected with Fanning Island by annual visits of the vessel of Fanning Island, Limited ; and communications between the Ellice Islands and Fiji are established by a small trading vessel of Messrs. Burns, Philp and Company, which makes two trips a year between Funafuti and Levuka.

48. The new Colony despatch vessel had not been completed at the end of the year under review.

Roads.

49. A lagoonside road surfaced with reef mud runs the whole length of every Gilbert and Ellice Island. These roads were first made at the instigation of early native missionaries from Hawaii and Samoa. Though not of elaborate construction, they suffice for the needs of the islands, and have a surface good enough for motor bicycle traffic. The frequent breaks in the land, where the ocean connects with the lagoon, nevertheless make motoring difficult. The aggregate length of the island roads is estimated at 300 miles.

Wireless Telegraph.

50. The Government wireless telegraph station at Ocean Island maintains a public service with all parts of the world. At Fanning Island there is a small wireless set which can communicate with vessels in the vicinity, and a cable station which connects with Fiji and Canada. In 1927 a wireless station was opened at the London Missionary Society's local headquarters at Beru. This set maintains telegraphic and telephonic communication with Ocean Island. In addition, Messrs. Burns, Philp at Tarawa and Messrs. On, Chong's trading steamer each have a set in the Gilbert Islands, and the Master of the native Boys' School at Vaitupu, Ellice Islands, has a set in operation.

VI.—Justice, Police, and Prisons.

Justice.

51. Civil and criminal jurisdiction is exercised in the Colony by Deputy Commissioners sitting in Courts constituted under the Pacific Orders in Council, 1893, *et seq.* Appeals from these Courts are made to the Supreme Court, Fiji. If, in criminal proceedings, the accused be charged with an offence punishable with death or penal servitude for seven years or more, the Deputy Commissioner's Court has no power to try the case, which must be removed for trial before a Judicial Commissioner. The Resident Commissioner of the Colony may be appointed to be a Judicial Commissioner for specific cases.

52. A code of Native Laws is administered in the Native Courts (consisting of island magistrates and village headmen) under the supervision of District Officers. A European officer has no power to try cases under the Native Laws, his function being limited to the review, alteration, and amendment of sentences inflicted by the Native Courts. The object of this arrangement is to give native authorities a sense of responsibility which in due course may develop into a capacity for self-government.

53. On the whole the native is a very law-abiding person, except when his sense of property is flouted. If he believes that his wife or his land are in danger of being taken by his neighbour, he becomes murderous. For this reason, it has been necessary to make adultery a crime under the Native Law, imprisonment being the only sure method of protecting the offending parties against the outraged husband.

Police.

54. The Police of the Colony consist of an Armed Constabulary constituted under Ordinance No. 9 of 1916, and a Village Constabulary appointed under the Native Laws. The Village Constabulary strength stands at 272.

55. Of the 83 non-commissioned officers and men in the Armed Constabulary, 60 are permanently stationed at Ocean Island, where they assist in the maintenance of good relations between the Chinese and native labourers employed by the British Phosphate Commissioners. No strikes or disturbances of any kind occurred throughout the year under review.

Prisons.

56. There are three Colony gaols for prisoners undergoing sentences of over six months' imprisonment, and a prison on each island of the Groups for short-sentence prisoners.

57. Prisoners in Colony gaols are, as far as possible, trained in some useful occupation during the period of their imprisonment. By being attached to station carpenters' shops and by being required to help in the construction of boats, houses, stores, etc., they acquire knowledge which they are able to turn to good account after their release from prison. It is a well-known fact locally that a native who has served one or more terms of imprisonment is the best man to employ as a domestic servant.

58. No air of gloom pervades a Gilbertese or Ellice prison, nor does the fact of being imprisoned carry any social stigma among the natives. While insistence upon punctuality and industry is strictly maintained, there exists no spirit of rancour between prisoners and warders. The rations provided being slightly more abundant than a native is able to afford in his own home, and the disciplines of work, food, and sleep being far more regular than those which he would ordinarily observe, he usually leaves prison a heavier and healthier man than he was at the time of his conviction.

VII.—Public Works.

59. Progress was made during 1928–29 with the erection at Tarawa of a new Colonial Leper Asylum, which had been begun in the preceding year, in pursuance of a scheme to treat lepers locally instead of sending them to the Fiji Asylum.

60. A new Central Asylum for the Insane was begun at Tarawa, with a view to the better treatment of mental cases along lines of occupational therapy.

61. The maintenance of sanitation and general hygiene in native villages was effected, as usual, by the native population working together under the established system of communal service.

VIII.—Public Health.

62. The Colony Central Hospital, Lunatic Asylum, and Leper Asylum are situated on Tarawa in the Gilbert Islands. One European was admitted to the Central Hospital during the year

under review ; none was admitted to the Leper Asylum. Native admissions into the Central Hospital were 233 ; the operations performed numbered 198 ; deaths in hospital were 11. A total of 1,222 major operations was performed by the Senior Medical Officer at outlying islands of the Gilbert Group. The general health of the native population of the Gilbert and Ellice Groups has been good. All villages being on the sea-shore, drop-latrines are built over the sea ; the sand being cleaned twice daily by the tides, all sewerage is rapidly disposed of. Pollution of the soil instead of the use of latrines is very rare among the natives of the Colony. Tuberculosis is the most serious disease in the Colony and it is estimated that this disease is responsible for at least 30 per cent. of the total number of deaths per annum. The intensive surgical campaign against tubercular adenitis in children, begun early in 1926, was continued. The object in view is to attack tubercular disease in its early stages and at the source, as a measure of prophylaxis against more deeply-seated infections. It is somewhat early yet to make a definite pronouncement as to the success of such measures, but it is certainly established that hundreds of children who have undergone operation are already showing great improvement in their general condition. The campaign is being continued. The attack upon yaws was continued. The total number of neo-salvarsan injections given was 17,912 (16,261 in the Gilbert Group and 1,651 in the Ellice Group). Practically every native member of the community suffers from yaws at some period of life. An epidemic of influenza of a mild nature continues, as in the past, to make its appearance without fail after the visit of ships from the outside world, more particularly if the ship carries a native crew. During the period under review all islands of both Groups were visited by the Senior Medical Officer or a senior member of the staff. The native medical staff has been increased under an approved scheme, and Gilbertese students are being trained in Fiji to fill the posts of Native Medical Practitioners. At island hospitals 29,654 out-patients were treated ; 3,145 were admitted to hospitals ; 1,414 minor operations were performed by resident dressers ; and there were 181 deaths. There are 27 cases of leprosy under treatment ; one native was admitted during the year. There are eight mental cases under control. Improvements effected during the year included the construction of housing quarters at the Leper Station on a new site. In December, 1927, the Senior Medical Officer proceeded to Fiji to attend conferences at which were discussed plans of work in connection with a yaws campaign in the Gilberts and a yaws and hookworm campaign in the Ellice Islands, to be prosecuted with the assistance and financial aid of the Rockefeller Foundation. The number of hookworm treatments in the year was 665. Ordinance No. 2 of 1928 provides for the compulsory vaccination if necessary of all persons within the Colony. Vaccination will be proceeded with when suitable arrangements can be made for the regular supply and proper storage of lymph.

IX.—Education.

The Administration maintains two native boys' boarding schools —the King George V School at Tarawa and the Ellice Islands School at Vaitupu. A school for native boys of Ocean Island has been maintained since 1920 out of Banaban Phosphate royalties. The senior boys of the last named school pass the final years of their school period at the Tarawa establishment. Instruction of the European children resident at Ocean Island was begun during the year, the cost of which is borne jointly by the Government and the British Phosphate Commissioners.

The two mission societies, the London Missionary Society and the Society of the Sacred Heart, maintain systems of education throughout the Gilbert Group. Each mission possesses two training institutions which give vocational training and instruction of the primary standard. From these institutions teachers have been provided for the whole system of village schools. In the Ellice Group all village schools are conducted by native teachers trained in Samoa by the London Missionary Society. An intermediate type of institution is maintained which sends selected pupils to Samoa for specialized training.

The Administration's scheme for the improvement of village education has not yet passed beyond the preparatory stage, but steady advance has been made with the inevitable negotiations, and structural additions to the King George V School have been taken in hand. The scheme regards the village school as the most important sphere for raising the standard of life of the native community. Through the work of the village school, native communities are to be made receptive of all that makes for individual (hence, collective) elevation. The scheme therefore provides for the training of mission teachers at Government training centres in order to secure (*a*) better methods of teaching in village schools, (*b*) exploitation of a standard syllabus of instruction, (*c*) co-ordination of the Colony's educational effort.

X.—Lands.

The native method of land-tenure may be described as a compromise between the communal and individual systems. In theory a landowner has only a life interest in the property, but in practice he is allowed by custom to exercise a reasonable initiative in the alienation of portions of his lands to relatives outside the immediate circle of his next-of-kin.

Most of the land in the Gilbert Group is needed for the support of the native population, but there is much spare coconut-producing land in the Ellice Islands, where many tons of copra are annually wasted. A real benefit would be conferred upon the native if these spare lands could be worked on behalf of the owners upon a profit-sharing basis.

Under existing legislation—Native Lands Ordinance No. 18 of 1917—no sale of native lands to non-natives is permitted, and no lease may be granted for a longer period than 99 years, nor for any one parcel of land in any one island of greater extent than 5 acres without the approval of the High Commissioner.

A Native Lands Commission was constituted by Ordinance No. 8 of 1922 to determine questions of ownership and to establish new land registers. By Ordinance No. 2 of 1927 the Resident Commissioner was enabled to perform the duties of Lands Commissioner, his appellate functions under the earlier Ordinance being transferred to the High Commissioner.

The purchase value of good coconut-bearing land in the Gilbert and Ellice Groups, as between native and native, has fixed itself by custom at £12 per acre. If, however, a European wishes to lease land and have the use of the produce of the trees, the rental rate is assessed at about £3 per acre on the basis of an average copra yield of 8 cwt. per acre. On Ocean Island special values obtain as phosphate deposits are taken into consideration.

The lands on Fanning, Washington, and Christmas Islands are in the hands of private companies and are not at present available for lease or purchase in sub-divided areas.

XI.—Labour.

Native labourers from both Groups are recruited under the provisions of the Gilbert and Ellice (Labour) Regulation, 1915, for service under indenture in the phosphate workings at Ocean Island and the coconut plantations of Fanning Island. During the year the British Phosphate Commissioners recruited labour once each from the Gilbert Islands and Hong Kong. The policy of the Administration is to encourage the recruitment of local married men so that the native labourers may be surrounded, as far as possible, with home conditions. The labourers, with families—about 350 on Fanning and Washington Islands and 670 on Ocean Island—live comfortably, receiving housing, hospital attendance, and rations on a scale authorised by Regulations. The average rate of pay earned by an able-bodied worker is 40*s. per mensem*. The Chinese labourers engaged in the phosphate industry at Ocean Island are managed and controlled under the provisions of the Employees Control Ordinance No. 5 of 1923.

There is no forced labour in the Colony. Under the provisions of the Native Laws Ordinance, 1917, the native authorities are responsible for the good order and cleanliness of the islands and villages thereon, and for ensuring that dwelling and meeting houses, etc., are kept in repair by the natives using them, but beyond that no native is required to work outside his own settlement.

XII.—Missions.

The London Missionary Society and the Sacred Heart Mission, which are the two Missions in the Colony, maintain their activities. The headquarters of the London Missionary Society in the Gilbert Islands are at Beru ; the Ellice Islands come within the sphere of operations of the Samoan Branch of the Society. The headquarters of the Mission of the Sacred Heart (Roman Catholic) are at present at Tarawa. There is no Roman Catholic Mission in the Ellice Group, the natives of which are all Protestant. No special provision is made for Europeans, who, however, may, if they so desire, take part in the services conducted for natives by European or native missionaries. The Church of England Bishop of Polynesia visited the Colony in June, 1928, and it is the intention that Visiting Chaplains shall call at Ocean Island once or twice a year. The present Roman Catholic Bishop in charge of the mission in the Gilbert Group arrived in the Colony in September, 1927.

XIII.—Population.

The population of the Colony on the 30th June, 1929, based on returns received from the various districts, was 30,463, comprising 29,450 natives, 751 Chinese, and 262 Europeans. The population of Ocean Island of 2,478 was made up of 554 Banabans, 1,071 Gilbert and Ellice labourers (including their wives and families), 717 Chinese, and 136 Europeans. Their distribution throughout the Colony and the incidence of native births and deaths were as follows :—

	Population.				Native.	
	Natives.	*Europeans.*	*Chinese.*	*Total.*	*Births.*	*Deaths.*
Ocean Island—						
Total	1,625	136	717	2,478	46	77
Gilbert Islands—						
Little Makin ...	633	1	1	635	14	3
Butaritari ...	1,495	14	8	1,517	34	16
Marakei	1,641	5	—	1,646	31	30
Abaiang	2,526	8	1	2,535	29	20
Tarawa	2,556	24	4	2,584	39	20
Maiana	1,361	1	1	1,363	22	16
Kuria	204	1	—	205	3	—
Aranuka... ...	244	1	—	245	4	2
Abemama ...	646	6	2	654	18	15
Nonouti	1,843	5	1	1,849	34	44
Tabiteuea ...	3,226	6	3	3,235	62	63
Beru	2,052	8	3	2,063	47	29
Nikunau... ...	1,565	3	1	1,569	33	46
Onotoa	1,496	—	1	1,497	27	31
Tamana	810	—	—	810	26	27
Arorae	1,252	—	—	1,252	30	28
Total Gilbert Is. ...	23,550	83	26	23,659	453	390

	Population.				Native.	
	Natives.	*Europeans.*	*Chinese.*	*Total.*	*Births.*	*Deaths.*
Ellice Islands—						
Nanumea ...	730	—	—	730	11	5
Nanumanga ...	413	—	—	413	7	2
Niutao	649	—	—	649	12	5
Nui	397	—	—	397	6	7
Vaitupu	703	—	—	703	7	5
Nukufetau ...	361	—	—	361	9	2
Funafuti... ...	387	5	—	392	8	1
Nukulaelae ...	202	—	—	202	2	2
Nurakita (Sophia Is.	39	—	—	39	—	—
Total Ellice Is. ...	3,881	5	—	3,886	62	29
Fanning Island District—						
Fanning	224	36	8	268	11	3
Washington ...	170	2	—	172	no record.	
Christmas ...		no record.			no record.	
Total Fanning Is. District.	394	38	8	440	11	3
Colony Total ...	29,450	262	751	30,463	572	499

The population has remained practically stationary for several years past. A satisfactory increase can only be hoped for when, with education and continued perseverance on the part of the Medical Department and the Department of District Administration in their efforts for the preservation of child life, the native will be brought to such a state of mind as will make him realize the duty he owes to his race, family, and himself, by co-operating with his well-wishers in carrying out the simple rules of hygiene.

XIV.—Meteorological.

The rainfall figures from the islands of the Colony for the year ended 30th June, 1929, are as follows :—

Island.	*Inches.*
Ocean Island	55.76
Little Makin (Gilbert Group)	96.33
Butaritari ,, ...	113.61
Marakei ,, ...	63.12
Abaiang ,, ...	66.35
Tarawa ,, ...	42.25
Maiana ,, ...	31.67
Kuria ,, ...	30.88
Aranuka ,, ...	32.82

Island.	*Inches.*
Abemama (Gilbert Group)	28.48
Nonouti ,, ...	17.92
Tabiteuea ,, ...	16.14
Beru ,, ...	20.75
Nikunau ,, ...	15.24
Onotoa ,, ...	23.75
Tamana ,, ...	26.97
Arorae ,, ...	28.44
Nanumea (Ellice Group)	63.04
Nanumanga ,, ...	74.54
Niutao ,, ...	75.75
Nui ,, ...	108.71
Vaitupu ,, ...	87.41
Nukufetau ,, ...	122.83
Funafuti ,, ...	122.32
Nukulaelae ,, ...	120.37
Nurakita (Sophia Is.)	No record
Fanning Island	71.40
Washington Island	91.01
Christmas Island	No record

In normal seasons the wettest months are December, January, and February, while the months with least rainfall are September and October. Ocean Island and the Gilbert Group are subject to drought. Fanning Island and the Southern Ellice appear to be outside the area where drought conditions may be expected.

The monthly figures for Ocean Island, Tarawa (representing the Gilbert Islands), and Funafuti (representing the Ellice Islands) were :—

	Ocean Island. *Inches.*	*Tarawa. Gilbert Is.* *Inches.*	*Funafuti. Ellice Is.* *Inches.*
1928 :			
July	2.59	4.26	18.20
August	2.17	.93	9.49
September ...	2.60	.39	5.03
October	.74	1.79	10.39
November ...	1.00	—	12.80
December ...	3.09	4.62	8.98
1929 :			
January	8.35	8.00	13.22
February ...	24.03	11.11	9.50
March	2.08	.82	11.76
April	0.98	1.42	5.73
May	4.60	5.18	4.01
June	3.53	3.73	13.21
Totals ...	55.76	42.25	122.32

XV.—Miscellaneous.

Legislation.

The following Ordinances were enacted during the period under review :—

No. 3 *of* 1928.—To amend the Native Laws Ordinance 1917 in its relation to divorce ;

No. 4 *of* 1928.—To regulate the right to mine and work minerals in the Colony ;

No. 1 *of* 1929.—To regulate the carriage by sea of native passengers ;

No. 2 *of* 1929.—To make provision for the punishment on summary conviction of certain offences ;

No. 3 *of* 1929.—Relating to the registration of dogs ;

No. 4 *of* 1929.—To amend the Labour Regulation 1915 ;

No. 5 *of* 1929.—To govern the importation of plants into the Colony.

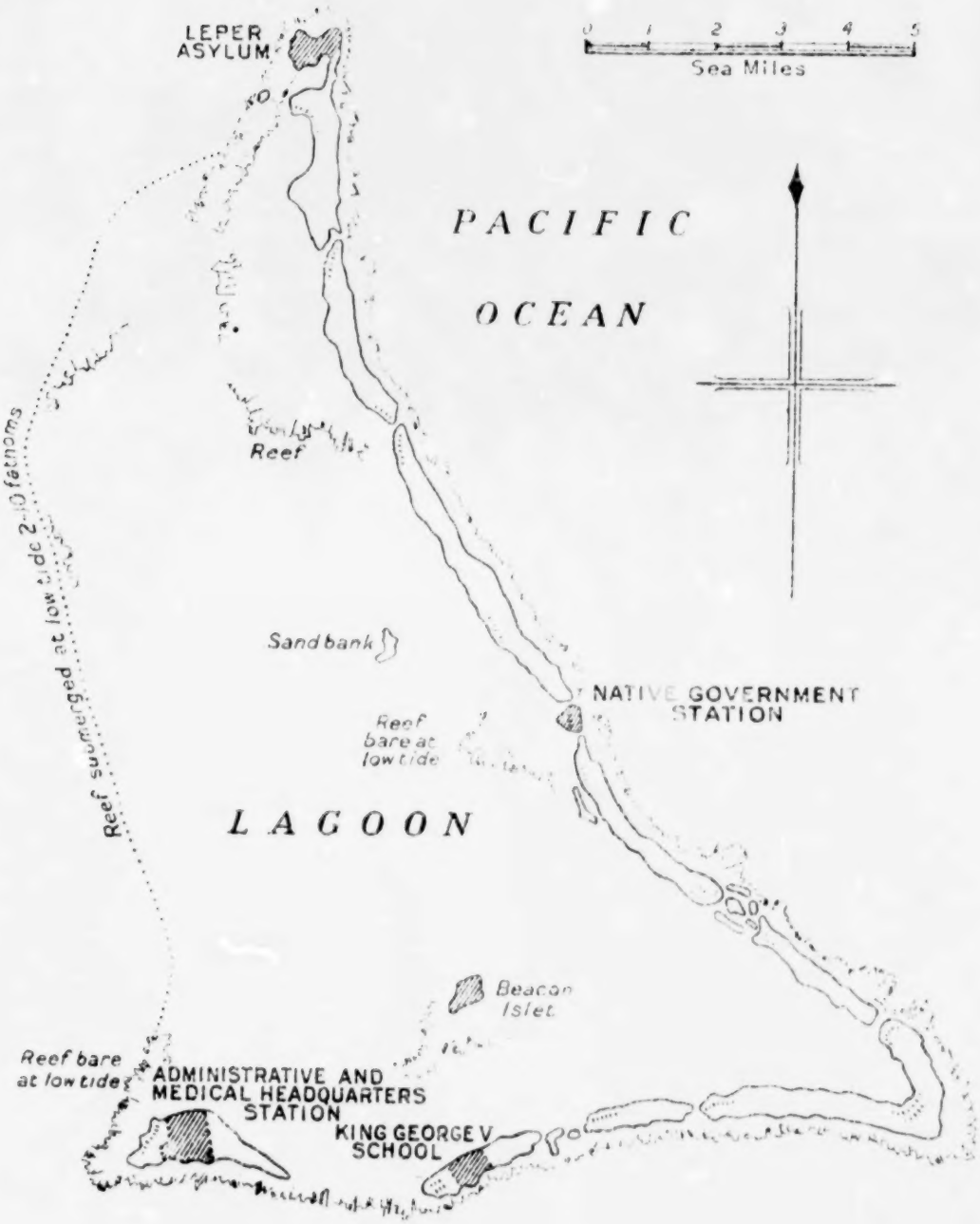
Banking.

An Agency of the Commonwealth Bank of Australia (Savings Bank Branch) is established on Ocean Island. There are no banks in the Gilbert and Ellice Groups, where the traders generally have a current account with the principal firms who act as their agents and bankers. Natives may deposit their cash with the Government for safekeeping and may withdraw whatever amounts they may require from any financial officer in any part of the Colony upon personal application and the production of the Pass Book.

ARTHUR GRIMBLE,

Resident Commissioner,

Gilbert and Ellice Islands Colony.



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REPORT FOR 1929-30

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GEOGRAPHY AND HISTORY.

1. The twenty-five islands of the Gilbert and Ellice Groups form a chain of coral atolls in mid-Pacific, cut by the Equator and lying close against the 180th meridian of longitude.

2. Beside these two Groups the Colony contains Ocean Island, some 250 miles to westward, and Fanning, Washington, and Christmas Islands, some 1,800 miles to eastward, of the Gilbert Group. The various components of the Colony are so scattered that a rectangle of a million square miles of ocean would not contain them all ; and yet their aggregate area amounts to less than 200 square miles of land.

3. Geologically speaking, Ocean Island stands alone in the Colony, being an island of the " upheaved " type : its highest point is 280 feet above sea-level. All the other islands belong to the Central Pacific " area of subsidence," having been formed by the upward growth of coral around the flanks of mountains long since submerged. There

is no island which rises as much as 15 feet above sea-level, or exceeds in width five furlongs from beach to beach. The atolls are mere ribbons of land from five to fifty miles long, enclosing lagoons in most cases, and topped with a soil so sandy that it will support no useful plant save the coco-nut, the pandanus palm, and coarse edible tubers of the taro (*calladium*) and babai (*alocasia indica*) families laboriously cultivated by the native.

4. The Gilbert Group was discovered, piecemeal, by British naval officers between 1765 and 1824; the Ellice Group, between 1781 and 1819. The first known white trader came to the Gilberts in 1873, and was responsible for the introduction of rum and guns to the natives of Tarawa. By 1846, when Commodore Wilkes of the United States Navy visited the Gilbert and Ellice Islands, not a few beachcombers and traders had established themselves in both Groups. This was a period of great violence, when native factions were incited and actually led to battle by fugitives from the prisons of civilization, and the native name for the white man was "The Killer."

5. In 1856 the first missionary, Hiram Bingham, of the American (Boston) Board of Foreign Missions, preached Christianity in the Gilbert Islands. Between the 'fifties and the early 'nineties of last century, the Ellice Group became the happy hunting ground of the "black birders," who kidnapped thousands of natives for forced labour in the coffee plantations of Central America, and also introduced measles to the race. By these two evils the race was reduced from over 20,000 souls to under 3,000.

6. In 1892 the two Groups were proclaimed a British Protectorate by Captain H. M. Davis, of H.M.S. *Royalist*. The jurisdiction of the Resident Commissioner of the Protectorate was extended to Ocean Island by a Proclamation of 1900. At the expressed desire of the natives both Groups were annexed to His Majesty's dominions by an Order in Council of the 10th November, 1915, and were known as the Gilbert and Ellice Islands Colony as from the 12th January, 1916.

7. Ocean Island, of which the inhabitants are closely related to the Gilbertese, was included within the boundaries of the Colony by an Order in Council of the 27th January, 1916, which came into operation on the 3rd April following. By the same Order, Fanning and Washington Islands were also made part of the Colony, while Christmas Island was included by an Order which took effect from the 10th November, 1916.

8. The Union Group (3 islands) lying about 250 miles north of Samoa was made part of the Colony by Order in Council of the 29th February, 1916, and subsequently excluded and placed under the jurisdiction of the Governor-General in Council of the Dominion of New Zealand. The Orders in Council effecting this change were dated the 4th of November, 1925, and came into force on the 11th of February, 1926.

9. The language of the Ellice Islands may be regarded as a dialect of Samoan ; that of the Gilbert Islands is entirely different from the Ellice speech, and shows a strong relationship to certain dialects of the Melanesian area. No " pidgin " English is used in the Colony. Conversation is carried on either in plain English or the native tongue. The native languages are almost universally used, as only a few natives understand any language but their own. The Ellice Islanders converse among themselves in the Ellice dialect, but conduct church services, and write, in Samoan.

10. The Gilbertese of to-day are the descendants of a small, black-skinned people who, in about the third century of our era, suffered and absorbed an invasion by a large, tawny race of Samoan type. The Ellice Islanders are an offshoot of pure Samoan stock, who settled in the Group during the 16th century. There are no aboriginal inhabitants of Fanning, Washington, or Christmas Islands.

CURRENCY.

11. All taxes, duties, fees, fines, and wages are payable in British coin, but the currency commonly used in the Colony is Australian. A system of international money orders is established. Postal Orders of values from 6*d*. to £1 are issued from Ocean Island only, but are cashed throughout the Colony.

WEIGHTS AND MEASURES.

12. The local use of the Standard Weights and Measures of the United Kingdom is validated by Ordinance No. 10 of 1916.

I.—GENERAL.

13. The Colony is under the charge of a Resident Commissioner, who is responsible to the High Commissioner for the Western Pacific, who resides in Fiji.

14. Ocean Island, standing alone, 240 miles to westward of the Central Gilberts, is the Colony headquarters. This island, 1,500 acres in extent, possesses deposits of phosphate of lime. The phosphate is worked, under licence from the Crown, by the British Phosphate Commissioners, whose local European staff numbers about 60, and who employ some 750 Gilbertese and 750 Chinese labourers in mining operations. A wireless telegraph station (5 kilowatts) is maintained by the Administration.

15. Fanning Island, with its neighbour, Washington Island, forms an administrative district under the charge of a District Officer. The first-named is the headquarters of Fanning Island, Limited, which employs about 250 Gilbertese labourers in the copra industry. On this island is also a station of the former Pacific Cable Board, now taken over by " Imperial and International Communications Limited."

16. The Gilbert and Ellice Groups are sub-divided into four districts, each under the charge of a District Officer. Of these the Butaritari District of four islands (Little Makin, Butaritari, Marakei, Abaiang) is the most northerly. Butaritari is a port of entry, and the headquarters of Messrs. On Chong and Company, of Sydney, a copra trading concern. At Butaritari, also engaged in the export of copra, is the Japanese firm, Nanyo Boyeki Kaisha. The island is the headquarters of the Catholic Missionary Society of the Sacred Heart.

17. The Tarawa District embraces seven islands (Tarawa, Maiana, Abemama, Kuria, Aranuka, Nonouti, Tabiteuea). At Tarawa are the Government Central Hospital, Leper Station, and Lunatic Asylum; the King George V School for native boys; and a Colony gaol. The island is the headquarters of Messrs. Burns, Philp (South Sea) Company, of Fiji and Sydney, the most considerable copra exporters in the two Groups. A small wireless telegraph station is maintained on Tarawa by the firm.

18. The Beru District is composed of the five most southerly islands of the Gilbert Group (Beru, Nikunau, Onotoa, Arorae, Tamana). On Beru is the Central Training School of the London Missionary Society, with 200 resident native scholars of both sexes and a European staff of six persons.

19. The Ellice Islands (Nanumea, Nanumanga, Niutao, Nui, Nukufetau, Vaitupu, Funafuti, Nukulaelae, Nurakita) form a single administrative unit. Headquarters are at Funafuti, where a Colony gaol and a central hospital are established. This island is also the Group headquarters of Messrs. Burns, Philp (South Sea) Company. On the neighbouring island of Vaitupu is the Government Native Boys' Boarding School, under the charge of a resident European Headmaster.

20. Much of the work of administration is done by the natives themselves. Each island has a Native Magistrate who, in session with the village headmen, constitutes a monthly Court established under the Native Laws Ordinance, 1917. On him falls the greatest bulk of the executive work and responsibility and, except during the few days in each month when the Native Court is in session, it is he who exercises general control, issues instructions, and decides questions on matters affecting the people as a whole. On each island also is a Native Scribe who collects licence fees, fines, and tax copra from the natives, keeps records of Government cash received and disbursed, births, marriages, deaths, rainfall, shipping, and minutes of Native Court proceedings, in prescribed books. He is also the local Postmaster.

21. The population of 30,000 souls represents the largest body of natives under close and complete administration within the limits of the Western Pacific High Commission. The system of local government by native bodies under the supervision of European officers has reached a more advanced stage than elsewhere in the

Pacific, and the day is in sight when it may become possible to allot even greater responsibilities to indigenous assemblies. The ultimate end in view is that the Gilbertese and Ellice peoples may learn to govern themselves. If education progress, and the right type of officer be employed during the vital period of transition, there exists no reason why these people should not be a self-governing community within the next 50 years.

Living Conditions.

22. Though the climate is splendid, and malaria is non-existent, living conditions for Europeans in the two Groups are on the whole bad. The sandy soil affords no grazing for sheep or cattle, or even goats ; there is thus no fresh milk, butter, or meat. Fresh fruit and green vegetables are also unknown. Imported poultry can be successfully reared, and fish is abundant, but much tinned food must be used, which causes both waste and expense. Gastric and intestinal conditions are the common local result of insufficient and improper nutrition.

II.—FINANCE.

23. The totals of Colonial revenue and expenditure for the last seven years have been :—

Year.	*Revenue.*			*Expenditure.*		
	£	s.	d.	£	s.	d.
1923–24	55,792	8	2	40,820	10	1
1924–25	62,770	16	0	36,419	17	6
1925–26	51,697	1	10	40,610	1	1
1926–27	52,925	1	5	44,869	13	5
1927–28	71,964	16	1	45,632	9	6
1928–29	73,712	1	3	60,595	0	9
1929–30	67,105	11	7	59,324	3	5

Revenue.

24. The following are the details of revenue for the period 1926–27 to 1929–30 :—

Sources of Revenue.	*1926–27.*			*1927–28.*			*1928–29.*			*1929–30.*		
	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
Customs	20,591	11	11	28,005	14	10	28,096	19	5	28,717	5	8
Native Taxes ...	6,175	13	0	13,116	11	11	10,308	9	8	7,660	17	6
Licences, etc. ...	13,024	2	11	15,068	8	1	16,059	13	6	14,560	11	7
Fees of Court, etc....	1,812	10	11	6,277	18	2	3,268	16	9	4,530	16	11
Post Office ...	840	13	10	762	4	5	772	4	11	608	7	2
Telegrams	390	16	3	426	19	7	643	2	9	198	5	5
Royalties	6,464	5	6	5,145	10	6	5,988	3	6	4,988	17	0
Interest	1,845	10	8	1,939	19	4	2,272	16	5	3,614	10	8
Miscellaneous ...	1,029	16	5	471	9	3	5,739	4	4	1,288	9	8
Imperial Grant ...	750	0	0	750	0	0	562	10	0	937	10	0
Total	£52,925	1	5	£71,964	16	1	£73,712	1	3	£67,105	11	7

25. The increase in revenue from Native Taxes from £6,200 in 1926–27 to £13,100 in 1927–28 was caused by the payment of native taxation which had been temporarily remitted in 1926–27, owing to drought conditions prevailing in the Gilbert Group. The reduction to £7,660 of revenue under this head during 1929–30 was thus a reversion to normal conditions.

The bulk of the revenue accruing under the head "Licences" was derived from Capitation Taxes paid in respect of the British Phosphate Commissioners' Chinese labour force on Ocean Island. Moneys paid in commutation of other taxation by the Pacific Cable Board, Fanning Island Limited, and by Central Pacific Plantations Limited, on Christmas Island, are allocated to this head of revenue.

Colony Reserve Funds amounted by the end of the financial year under review to £94,000, and a satisfactory advance was shown in the interest accruing from this source.

Expenditure.

26. Details of Colonial expenditure for the same period are as follows :—

Heads of Expenditure.	*1926–27.* £ s. d.	*1927–28.* £ s. d.	*1928–29.* £ s. d.	*1929–30.* £ s. d.
Pensions	847 18 3	1,002 13 3	1,083 14 9	508 11 2
High Commissioner's Department.	2,310 14 2	2,435 5 4	2,258 3 4	2,292 2 10
Resident Commissioner's Department.	2,780 7 5	2,927 3 10	2,558 18 0	3,477 3 2
Treasury and Customs...	1,541 16 10	1,522 13 10	1,379 3 1	1,822 6 2
District Administration	3,789 6 3	3,887 11 10	4,008 3 2	3,881 12 6
Police and Prisons ...	5,354 5 3	6,412 15 4	7,104 10 5	7,548 5 6
Ocean and Fanning Islands Defence Forces.	42 9 5	18 6 8	23 13 8	18 19 4
Medical Department ...	8,672 19 9	9,999 17 7	8,541 19 4	10,033 13 9
Transport	1,481 5 7	165 14 8	—	4,388 17 0
Postal Department ...	306 5 6	310 12 8	479 3 8	509 12 7
Wireless Telegraph Department.	1,334 10 5	753 12 8	1,238 19 2	1,062 15 4
Audit Department ...	341 18 0	321 4 3	317 10 0	325 8 8
Miscellaneous	4,042 5 0	3,911 7 2	2,836 17 1	2,715 8 3
Lands Commission ...	83 11 9	54 16 8	52 15 2	17 9 4
Education Department...	4,700 2 0	4,103 9 2	4,447 0 9	5,189 12 8
Public Works (Annually Recurrent).	1,559 16 4	1,428 9 2	2,036 13 11	1,929 8 5
Public Works (Extraordinary).	2,178 10 2	2,736 9 1	18,520 7 7	11,471 3 8
Island Administration...	3,501 11 4	3,640 6 4	3,707 7 8	2,131 13 1
Totals	£44,869 13 5	£45,632 9 6	£60,595 0 9	£59,324 3 5

27. All-round improvements in the Colony's organization, and the enlargement of activity throughout the local departments, were

undertaken during the year 1929–30, resulting in increased expenditure upon Police and Prisons, Medical work, Transport, Education, and Public Works. In particular, the arrival during February, 1930, of the new Colony vessel, the *Nimanou*, caused a heavy increase of expenditure under the head "Transport." The great and immediate improvement in native administration achieved by means of the vessel has, however, entirely justified the outlay.

In spite of the fact that the total expenditure for 1929–30 exceeded by nearly £14,000 that undertaken during 1928–29, a satisfactory surplus balance of nearly £8,000 was realized at the year's end.

28. The Colony Assets and Liabilities, on the 30th June, 1930, were :—

	Assets.			*Liabilities.*		
	£	s.	d.	£	s.	d.
Cash—						
In hand and at Bank	21,435	10	1			
Drafts, Remittances...	11,792	14	7			
Deposits				47,154	10	6
Advances	332	14	3			
Suspense Account ...				3	0	1
Unallocated Stores Account.	—	—	—			
Imprests Account ...	1,845	13	10			
Investment Depreciation Account.				750	0	0
Investments—						
Fixed Deposits ...	69,500	0	0			
Crown Agents ...	20,000	0	0			
Banaban Royalties ...	32,000	0	0			
Estate M. Shea (deceased).	450	0	0			
Joint Colonial Fund...	4,500	0	0			
Excess of Assets over Liabilities.				113,949	2	2
Total ...	£161,856	12	9	£161,856	12	9

III.—PRODUCTION.

29. *Phosphate of lime.*—The most important product of the Colony is the phosphate of lime mined on Ocean Island by the British Phosphate Commissioners. The deposits of the mineral on Ocean Island and the neighbouring island of Nauru (also worked by the British Phosphate Commissioners) give a higher phosphoric acid reaction than those of any other known area. The tonnage of

raw phosphate exported during the last five years from Ocean Island is shown in the following table :—

Year.	*Tons.*	*Rate per ton.*	*Value.*
		£ s. d.	£ s. d.
1925–26 ...	188,335	1 7 6	258,960 12 0
1926–27 ...	258,775	1 7 6	355,815 12 6
1927–28 ...	190,507	1 6 0	247,659 2 0
1928–29 ...	233,820	1 5 0	292,275 0 0
1929–30 ...	207,863	1 5 0	259,828 15 0

30. The Commissioners completed during the year under review a new cantilever jetty for the more efficient loading of ships. Progress was made with other extensions of the local plant, designed to increase the island's output to 400,000 tons a year. Similar improvements on a somewhat larger scale, effected on the neighbouring island of Nauru, will eventually enable the Commissioners to ship 1,000,000 tons a year from the two islands.

31. In connexion with the shipment of phosphate, a singular system of deep-sea moorings has been created by the Commissioners. Ocean Island has no protected harbour, being but a mountain peak rising precipitously from the ocean bed. So steep is the declivity of its flanks that the depth of water at half a mile from the beach is over one mile. On the subterranean ledges of this mountainside, and at tremendous depths, the Commissioners have sought holding ground for their moorings. As the result of many years of skill and patience, there has sprung into being a series of two main buoys, anchored at depths of 180 to 264 fathoms, to which ships of 12,000 tons can safely make fast. These buoys are the biggest in existence and their moorings are the deepest in the world.

32. *Copra* is the product of all islands of the Colony save Ocean Island. In the Gilbert and Ellice Groups all coco-nut plantations are in the hands of the natives, no ownership of land by non-natives being permitted by law. As pointed out in the Report for 1924–26 the native method of copra production is defective, inasmuch as the flesh of the coco-nut is broken into small pieces, on the edges of which free fatty acids are produced, causing difficulty in the industrial processes for which the copra is destined. Local firms complained of this condition and were invited to encourage better methods of production by either offering a slightly higher price for copra made in large pieces, or else refusing to accept parcels of small pieces. The answer ultimately received from the firms was that, on the whole, it was preferable to continue the encouragement of small copra, in view of the fact that this commodity was susceptible of closer packing than the larger article, and could be more economically transported to the European or American market.

33. The situation is thus somewhat unsatisfactory, as the export of copra over-rich in free fatty acid may render the produce of the Colony unpopular in the open market. In order to avoid such an event (as far as can be done without the active co-operation of the local firms) the Administration is exercising vigilance as to the quality of the copra (apart from its size) produced by the native. A local Regulation prohibiting the manufacture of the commodity from green nuts or its sale in an imperfectly dried condition, is being enforced where possible. But in this case also, the education of the native depends as much upon the trader as upon the Administration. In order to secure the punishment of persons who sell or attempt to sell green or wet produce, the Administration must necessarily have the evidence of the traders to whom it is offered. This, unfortunately, is seldom forthcoming, as each firm fears to incur an unpopularity which might be used to advantage by less scrupulous competitors. It is the task of the Administration to foster a feeling of mutual confidence among the local trading concerns, and to encourage their loyal co-operation in this matter. The Gilbert and Ellice Groups have no other industry upon which to fall back, should their copra become unsaleable in the world market. The fortunes of the local firms and the economic future of the islands thus depend upon the maintenance of a high quality in this single article. Complete unanimity of action among all interested parties is the only method by which the future can be assured.

34. Copra exports for the last five years have been :—

Year.	*Tons.*	*Value.*
		£
1925–26	6,341	128,461
1926–27	2,544	39,341
1927–28	4,698	64,833
1928–29	4,122	55,657
1929–30	5,465	83,691

35. The extremely low figure for 1926–27 was due to a severe drought, of the kind which periodically visits the Gilbert Group.

36. *Mat-making.*—The mats woven by native women of pandanus leaf are among the finest in the Pacific. The Gilbertese mats depend upon texture and finish for their appeal ; those made in the Ellice Islands are less finely plaited, but are decorated with woven designs of striking colour. *Hats* of a texture and durability equal to the best Panama are also produced, and can be made to any size or shape, if blocks be supplied. *Fans* are manufactured of prepared leaf and coloured feathers. *Baskets* and *bags* of beautiful design and workmanship can be made to any pattern. There is no limit to the

ingenuity of the native women in the manufacture of fine plaited articles. If a market for these products were available, it would be easy to organize a local industry upon a large scale.

37. *Pearl shell* exists in the lagoon of Christmas Island, but the lessees (Central Pacific Cocoanut Plantations Limited) do not pay much attention to the export of this commodity. Shell has also been found in Onotoa Lagoon (Southern Gilberts), but cannot be worked by naked diving, owing to the presence of a ferocious type of eel, which has been responsible for a considerable loss of life among natives.

38. *Fisheries.*—The Colony would form a convenient headquarters for a fish-oil industry. The celebrated palu, or castor-oil fish, abounds in the Ellice Group. The shark, sailfish, and porpoise are plentiful everywhere.

39. For sporting purposes, there is no fishing ground in the world that excels the waters of the Gilbert Islands. In addition to the sharks (grey-nurse, tiger, and hammerhead) running up to 1,000 lb. weight, and the spearfish, which sometimes touch 600 lb., the deep water around the islands teems with giant ray, barracuda, cero, bonito, and trevally. The trevally is particularly in evidence, and sometimes turns the scale at over 120 lb.

IV.—TRADE AND ECONOMICS.

40. World conditions are reflected even in this remote Colony, and their effect upon the native is all the stronger because he cannot understand them. All he really grasps is that the price of trade-goods is continually rising, and the price which he receives for his copra continually falling. For this he blames the traders, within the limits of whose stores he is both a buyer and a seller. Each visit to a trade-store leaves him with a twofold grievance: he believes that he has been doubly exploited—first in the copra shed as a seller, then over the counter as a buyer—and the belief embitters him. He resolves, as a buyer, to confine his future purchases to the barest necessities and, as a seller, to limit his production in strict accordance with that resolve.

41. The restriction of copra output is the immediate result of this determination. The indirect, or potential, loss is even greater; planting is seriously affected. The native, who was once an industrious agriculturist, takes little of the pains he formerly used to tend his trees and none at all to plant new ones. He sees only disappointment in copra.

42. Officers of the Administration expend their utmost efforts to lead the population to a right view of world conditions. But a primitive people can hardly be expected to grasp the intricate interplay of circumstances which cause the fluctuation of prices. The majority of the population remains bitter and unbelieving. The problem, which emanates from economics, threatens to become social. Nothing could be more favourable to the fomentation of civil disorder than the existing atmosphere of discontent.

43. The profit required by the "middle man" is clearly one of the main factors of the difficulty. There are too many intermediaries between the native and the world market. The native sells copra to the local trade store, the trade store to the shipper, the shipper to the oversea buyer. Each intermediary must take his profit out of the transaction, and naturally strives to make as much as a falling market will allow. It is the native producer who bears the heaviest burden of fluctuation.

44. Owing to the scattered nature of the islands, it is impossible to organize the direct export of the producer's wares to the market. It would, however, be possible to arrange for the direct sale of copra to the shipping firms, thus cutting out at least one intermediary—the local trader. The trader's profit could then be divided between the producer and the shipper, an advantage which should make the proposal attractive to both parties. A scheme for the organization of natives into co-operative groups for the manufacture and direct sale of copra is under consideration. Preliminary discussions with the shipping firms have been promising.

45. The successful operation of the scheme would not only stimulate the native to fresh agricultural activity; it would also provide him with a new interest in life, which would go far towards appeasing his growing desire for wider horizons.

46. The values of imports and exports for the five years ended 30th June, 1930, were :—

Year.	*Imports.*	*Exports.*
	£	£
1925–26	125,048	388,157
1926–27	113,453	395,728
1927–28	150,271	312,834
1928–29	190,436	348,272
1929–30	148,779	213,328

47. Details of the goods imported during the year are as follows :—

General Description.	*Value.* £
Anchors and chains	285
Benzine	1,602
Building material	11,903
Bicycles	931
Apparel	12,475
Explosives	3,472
Hardware	8,523
Iron	4,797
Jewellery	375
Kerosene	3,570
Machinery	27,620
Oils	7,894
Perfumery	416
Photographic materials	112
Provisions	28,786
Spirits, wines, fermented liquors	4,399
Tobacco	8,741
Wire rope	1,374
Miscellaneous	21,504
Total	£148,779

48. A small proportion of imported goods are of Japanese manufacture, but most imports are shipped out of Australian ports and, with but one exception, are of British manufacture. Tinned meats, vegetables, and fruits form the exception : of these the majority, of an estimated value of £10,000 yearly, are American in origin. If British preserves capable of competing with those of American manufacture are being produced, there is a distinct opening for them in this Colony.

V.—COMMUNICATIONS.

Shipping.

49. The following is a summary of the vessels which called at Ocean Island and at Tarawa (Gilbert Islands) during the year ended 30th June, 1930 :—

From	*Ocean Island.*	*Tarawa.*
Australia	44	6
New Zealand	9	—
Japan	1	—
Hong Kong	1	—
Fiji	3	—
Ocean Island	—	8
Gilbert Islands	7	34
Fanning Island	—	—
Other	3	—
Total	68	48

50. The Australian port of call and departure for Ocean Island is generally Melbourne, but phosphate vessels occasionally sail out of Sydney and Newcastle also. A few sailings each year are made to and from New Zealand.

51. The distributing centre for mails in the Gilbert and Ellice Groups is Tarawa, which is connected direct with Australia by the irregular visits of vessels chartered by Messrs. Burns Philp and Company for the purpose of exporting copra.

52. Between both Groups and Administrative Headquarters at Ocean Island communication has recently been much facilitated by the acquisition of the Colony vessel, the *Nimanoa*. The vessel is built of wood, having an overall length of 108 feet, a beam of 22 feet, and a loaded draught of 12 feet; she is ketch rigged, her beautiful lines giving her exceptional sailing qualities. A Gardner auxiliary engine of 120 horse-power gives her a speed of 8 knots when winds fail or are contrary. The accommodation for European passengers consists of two single-berth deck cabins and two double-berth cabins below decks. The general plan contemplated for the Colony vessel is that she should make bi-mensual trips between Ocean Island and Tarawa, for the carriage of mails to and from the Gilbert Group; and two or three complete tours of the Colony in the course of each year. The Postal, Administrative, and Medical Services have already profited very greatly from the use of this craft.

53. Inter-insular communication within the two Groups is also maintained by two small craft engaged in the local copra trade on behalf of Messrs. Burns Philp and Company, and Messrs. On Chong and Company. The Gilbert Islands are connected with Fanning Island by annual visits of the vessel of Fanning Island Limited; and communications between the Ellice Islands and Fiji are kept up by a small trading vessel of Messrs. Burns Philp (South Sea) Company, Limited, which makes several trips a year between Funafuti and Levuka.

Roads.

54. A lagoonside road surfaced with reef mud runs the whole length of every Gilbert and Ellice Island. These roads were first made at the instigation of early native missionaries from Hawaii and Samoa. Though not of elaborate construction, they suffice for the needs of the islands, and have a surface good enough for motor bicycle traffic. The frequent breaks in the land, where the ocean connects with the lagoon, nevertheless make motoring difficult. The aggregate length of the island roads is estimated at 300 miles.

Wireless Telegraph.

55. The Government Wireless Telegraph Station at Ocean Island maintains a public service with all parts of the world, and with shipping. The installation is a 5 K.W. Marconi Rotary Spark. An experimental short wave transmitter has also been installed. Traffic is cleared through the Suva-Sydney route, and an inter-island service is maintained via Rabaul. Communication with the Gilbert Islands is carried through the ½ K.W. Spark Set of Messrs. Burns Philp (South Sea) Company at Tarawa, and through the London Mission Society's island headquarters at Beru, and also via the s.s. *Macquarie* of Messrs. On Chong and Company. The British Phosphate Commissioners have a ½ K.W. Telegraph-telephone Set and communicate with their ships (*Nauru Chief* and *Triona*) and with the island of Nauru.

VI.—JUSTICE, POLICE, PRISONS.

Justice.

56. Civil and criminal jurisdiction is exercised in the Colony by Deputy Commissioners sitting in Courts constituted under the Pacific Orders in Council, 1893, *et seq.* Appeals from these Courts are made to the Supreme Court, Fiji. If, in criminal proceedings, the accused be charged with an offence punishable with death or penal servitude for seven years or more, the Deputy Commissioner's Court has no power to try the case, which must be removed for trial before a Judicial Commissioner. The Resident Commissioner of the Colony may be appointed to be a Judicial Commissioner for specific cases.

57. By far the busiest Police Court in the Colony is that of Ocean Island, before which well over 1,000 charges are heard annually. In the absence of a substantive judicial officer, the Resident Commissioner is obliged to undertake the functions of presiding magistrate in addition to his other duties.

58. The business of the Ocean Island Court is chiefly connected with the application of the Rules made under King's Regulation No. 1 of 1915 and Ordinance No. 5 of 1923 for the governance of 800 native and 700 Chinese labourers locally employed by the British Phosphate Commissioners.

59 Statistics of the Court's work for the year 1930 are as follows:—

STATEMENT SHOWING NUMBER OF PERSONS CONVICTED IN HIGH COMMISSIONER'S COURT FOR THE WESTERN PACIFIC FOR THE YEAR 1930.

Offences.	Indictable Offences.		Nationality.		Fines.			Cautioned.		Dismissed.		Imprisoned.		Withdrawn.	
	Sum.	Ind.	Nat.	Chi.	£	s.	d.	Nat.	Chi.	Nat.	Chi.	Nat.	Chi.	Nat.	Chi.
Breach of Regulations	—	—	501	317	299	15	5	8	2	5	1	—	—	2	40
Gambling	—	—	44	—	44	15	0	—	—	—	—	—	—	—	—
Larceny	13	—	3	10	4	0	0	—	—	—	1	1	5	—	—
Default in payment of fines	—	—	—	88		—		—	3		3	—	82	—	—
Unlawful possession	3	—	3	—		—		—	—	1	—	2		—	—
Assault	14	—	1	10		—		—	2	—	—	1	8	—	—
			3 Europeans		2	0	0			2 Europeans					
Obstructing police	7	—	2	5	4	0	0	—	1	—	—	1	2	—	—
Travelling without a permit	—	—	9	—		—		—	—	—	—	9		—	—
Aiding and abetting natives to travel without a permit.	—	—	2	—	2	0	0	—	—	—	—	—	—	1	—
Damaging property	—	—	—	1		—		—	—	—	—	—	—	—	1
Disorderly manner	1	—	1	—	0	10	0	—	—	—	—	—	—	—	—
Threatening and insulting behaviour...	5	—	—	5	5	10	0	—	—	—	—	—	—	—	2
Possession of opium	1	—	—	1		—		—	—	—	—	—	1	—	—
Smoking opium	1	—	—	1		—		—	—	—	—	—	1	—	—
Total	45	—	566	438	362	10	5	8	8	6	5	14	99	3	43
			3 Europeans							2 Europeans					

60. There are no practising barristers or solicitors in the Colony.

61. A code of Native Laws is administered in the Native Courts (consisting of island magistrates and village headmen) under the supervision of District Officers. A European officer has no power to try cases under the Native Laws, his function being limited to the review, alteration, and amendment of sentences inflicted by the Native Courts. The object of this arrangement is to give native authorities a sense of responsibility which in due course may develop into a capacity for self-government.

62. During the course of the year a textbook was issued by the Administration for the instruction and guidance of local officers in the exercise of their duties. A large section of the book is devoted to indicating the manner in which the judgments and records of the Native Courts can best be scrutinized. Though the Island magistrates are, on the whole, extraordinarily efficient considering their education, they have their weaknesses, and the chief of these is an imperfect realization of the relative gravity of offences within the same class. The law generally prescribes a minimum and a maximum penalty for each offence; the magistrates tend too often to inflict the maximum sentence, without regard to mitigating circumstances. The more frequent inspection of Native Governments ensured by the acquisition of a Colony vessel, and the more searching scrutiny of judgments stimulated by the new textbook, have already resulted in a marked improvement in this direction.

63. Island Regulations "for the good order and cleanliness of the islands" are enacted by the Native Governments under authority of Section 15, Part I, of the Native Laws. As a result of several years' work, a standardized version of these Regulations was published during 1929–30. In the course of many years each of the twenty-five island Governments had formerly built up its own separate code of village Regulations with little regard for those obtaining upon neighbouring islands. The result was that a travelling native was often in great doubt concerning the rules to which he might be amenable on any given island. All the Regulations (totalling over 2,000) enacted by the Island Governments were therefore collected during 1926 and 1927, and by a process of collation and generalization a code of 45 standard Regulations, applicable to all islands of the Colony, was evolved therefrom. This code has been published in the English, Gilbertese and Ellice languages, and has been accepted for use by the individual Native Governments.

64. The publication of the textbook for District Officers, and of the Standardized Island Regulations, completed the scheme of judicial and penal reorganization which has been the Administration's main endeavour since 1926. The preliminary steps achieved while these two works were in process of compilation were: first,

the all round improvement of Colony Constabulary and Island Police—a work which took three years to complete; second, the enactment of new legislation concerning prisons, with particular regard to the creation of a system of Warrants, a series of standard records, and a scheme of good conduct marks for prisoners; and third, the establishment of sound practice among magistrates by the issue of a set of forms indicating the procedure to be followed in any class of case brought before the Court. Numerous minor changes of the existing law were needed to give full effect to these measures.

65. All the essential work of improvement was conceived and carried out entirely by administrative officers possessed of no special legal qualifications. In the absence of any professional adviser upon the spot, the Colony may now claim to possess a better judicial and penal system than might, perhaps, be expected.

66. The general aim of the Administration is to give the public—and especially the native public—a full opportunity of understanding the laws by which it is governed. To this end, copies of the Native Laws and the Standardized Island Regulations are being made available to villagers. With such documents in their hands, the people will have the means of becoming an intelligent, critical public and, as such, they will constitute an automatic check upon the activities of the local courts. Under this influence, the work of the Native Magistrates cannot fail to show a steady improvement. It is by advance along such lines that the island people and officials will be gradually brought to the stage of education at which the ultimate ideal of government by the people can be fully realized.

67. A further step now under consideration is the issue of a text-book, in the vernacular, for the instruction and guidance of Native Magistrates. Pressure of routine work, however, renders it improbable that the book can be compiled at present.

Police.

68. The Police of the Colony consist of an Armed Constabulary constituted under Ordinance No. 9 of 1916, and a Village Constabulary appointed under the Native Laws. The Village Constabulary strength stands at 272.

69. Of the 83 non-commissioned officers and men in the Armed Constabulary, 60 are permanently stationed at Ocean Island, where they assist in the maintenance of good relations between the Chinese and native labourers employed by the British Phosphate Commissioners. No strikes or disturbances of any kind occurred throughout the year under review.

Prisons.

70. There are three Colony gaols for prisoners undergoing sentences of over six months' imprisonment, and a prison on each island of the Groups for short-sentence prisoners.

71. Prisoners in Colony gaols are, as far as possible, trained in some useful occupation during the period of their imprisonment. By being attached to station carpenters' shops and by being required to help in the construction of boats, houses, stores, etc., they acquire knowledge which they are able to turn to good account after their release from prison. It is a well-known fact locally that a native who has served one or more terms of imprisonment is the best man to employ as a domestic servant.

72. No air of gloom pervades a Gilbertese or Ellice prison, nor does the fact of being imprisoned carry any social stigma among the natives. While insistence upon punctuality and industry is strictly maintained, there exists no spirit of rancour between prisoners and warders. The rations provided being slightly more abundant than a native is able to afford in his own home, and the disciplines of work, food, and sleep being far more regular than those which he would ordinarily observe, he usually leaves prison a heavier and healthier man than he was at the time of his conviction.

VII.—PUBLIC WORKS.

73. The construction of the improved Colonial Leper Asylum at Tarawa was so far advanced by April, 1930, that it was possible to move 24 lepers into their new home. The Asylum occupies a cool and convenient site on a separate islet of the Tarawa chain. Houses for the inmates are built of imported materials for the sake of durability and general hygiene, but the airy native design has been followed as closely as possible. The result is a model native village, very well suited to the taste and comfort of the inmates.

74. Progress was made in the course of the year with the construction of the improved Central Asylum for the Insane, begun on Tarawa during 1928–29. The Asylum contains two main buildings of European design—one for male, the other for female inmates—separated by walls enclosing neutral ground. The effort has been to provide a home wherein the insane (fortunately not numerous among the native population) can be cared for with the least possible accentuation of the note of restraint. Recreation and working rooms of native construction are provided within the enclosures.

75. The reconstruction of the native hospital on Ocean Island was begun in the year under review. The object is to replace the

existing wards of native material by houses of imported material built according to native design. The reconstruction of the Tarawa Central Hospital along similar lines, which had been begun during the preceding year, went forward. When this work is completed, the Central Hospital will contain 20 improved wards, each capable of housing six persons.

76. The chief aim of the Administration in the direction of Public Works since 1926 has been to furnish the Medical Department with the best possible material conditions for the treatment of sick natives. The programme, which is not yet finished, includes the reconstruction of all island hospital dispensaries in the two groups, and the reconditioning of the Colonial Hospital at Funafuti, Ellice Islands. Progressive schemes of building, within the financial capacity of the Colony, were designed during 1929–30 to meet these needs. The material equipment of the Medical Department along the lines contemplated should be complete by 1934.

77. The new buildings constructed up to the end of the year were conceived, designed, and supervised entirely by local Administrative and Medical Officers, and executed by native carpenters and prison labour. The results achieved were very well worth the effort, but the strain was excessive. A Superintendent of Works was therefore appointed during the course of 1930, leaving other officers free to concentrate upon their substantive duties.

VIII.—PUBLIC HEALTH.

Hospitals and Asylums.

78. *Tarawa Central Hospital* is the chief hospital of the Gilbert Islands; thither gravitate all the serious cases of illness that cannot be satisfactorily treated at the native island hospitals. The acquisition of a Colony vessel early in 1930 greatly improved the transport of patients to and from Tarawa.

79. The following are statistics of the work performed in the Central Hospital during the year:—

Total of in-patients treated	135
Total of out-patients treated	3,031
Major operations performed	155
Anti-yaws injections administered	597
Deaths in hospital	5

80. *Funafuti Central Hospital* is the medical Headquarters of the Ellice Group. Preparations were made during the year for the

establishment of a resident Medical Officer at this Station. The new officer arrived in the Colony towards the end of 1929 but was unfortunately prevented by illhealth from beginning work at Funafuti until the year 1930–31.

81. *Central Leper Asylum, Tarawa.*—The building of this Asylum has been mentioned under the head "Public Works." The inmates at the end of the year 1929–30 numbered 24 natives and 1 European. The European patient has responded well to treatment, and his conditional discharge is within view. Most of the natives are advanced, longstanding cases, but several are showing improvement, and two gave negative bacteriological results during the second half of the year. The building of the new Asylum has afforded facilities which did not before exist of treating leprosy on approved modern lines.

82. *Island Hospitals* are established on every unit of the Gilbert and Ellice Groups. These hospitals are under the charge of trained Native Dressers, who dispense medicines and give treatment to the local populations. The Native Dressers are trained to perform minor operations and to administer intravenous injections for yaws. The following figures show the total work performed in island hospitals during the year :—

Out-patients treated	29,933
In-patients treated	3,243
Operations and injections	1,516
Deaths	183

83. *Mental Hospital.*—There were altogether eight cases under control during 1929–30. Of these, three were discharged cured. No deaths occurred. The plan of keeping the mental defectives employed in simple occupations was continued, with considerable advantage to their general condition.

General Health Work.

84. *Yaws.*—The campaign against yaws by means of intravenous injections of the arsenobenzols was actively maintained, both by Native Dressers in the island hospitals and by travelling field units. The total of injections administered during the year was 12,236. The results achieved seem to promise that this disease will be thoroughly under control within the next few years. It is encouraging to know that one of the most horrible and prevalent complaints of the native population can be thus speedily eliminated.

85. *Tuberculosis* is the most fatal of all the maladies demanding treatment in the islands. It is estimated that not less than 30 per cent. of the annual death roll is attributable to tubercular disease.

Amongst the children, tubercular adenitis is tragically common, while there is often involvement of the lungs and abdomen. If scrofula gains an extensive hold, it spreads rapidly along the chains of lymphatic glands and the progress of the disease is soon, in too many cases, beyond control.

86. An intensive surgical campaign against tubercular adenitis in children was undertaken during the period 1926–1930, but results have not fulfilled the hopes of the Medical Department. After the extensive removal of diseased cervical glands, the sick child's health generally shows a quick improvement, but the recovery is only temporary, and within a short time the patient is dead, despite any tonic treatment that may be given.

87. The most frequent variety of tuberculosis among adults is lung disease. The trouble here is that the native seldom takes notice of the preliminary symptoms of his complaint before haemorrhage occurs, and thus only reports his condition when he is beyond effective help. After haemorrhage, few cases last longer than two years, and the large majority die within a few months.

88. The opinion gains ground that the prevention of tuberculosis in these islands will be effected not so much by medicine or surgery as by sound dietetics and social hygiene. In the direction of hygiene, all departments of the local service—Medical, Educational and Administrative—are united in continual efforts to improve the standard of domestic and communal cleanliness among natives. As regards dietetics, a scientific survey of the vitamin content of all native foods is necessary, with a view to advising the islander how best he can, with the material at hand, build up his strength and that of his children, to resist the attacks of disease. A plan to employ a specialist officer in local vitamin research is under consideration.

89. *Filariasis* and *Elephantiasis* are infrequently seen in the Gilbert Islands but are very common in the Ellice Group. The carrier of *filaria* is the mosquito *aedes variegatus* (stegomyia pseudoscutellaris), which abounds in the Ellice Islands, but has not yet been observed by qualified authorities to exist in the Gilbert Group or on Ocean Island. The appointment during 1929–30 of a Medical Officer in the Ellice Islands will enable the Government to establish more effective measures for the prevention of this disease, of which the wide incidence creates an economic and humanitarian problem.

90. *Venereal disease* is relatively uncommon in the Colony. *Syphilis* is unknown, owing (it is conjectured) to the universal prevalence of yaws.

91. *Chicken-pox* is endemic, also *dysentery* in both bacillary and amoebic form. The treatment of amoebic dysentery by injections of emetine tetrachloride has been extremely successful.

92. *Smallpox.*—There is always the danger that smallpox may be introduced into the Colony. If ever it should arrive, it would work havoc on this virgin soil. All natives who come to work on Ocean Island are now vaccinated, the conservation of lymph being made possible by the existence of a large local refrigerating plant. There is, however, no cold storage in the Gilbert or Ellice Groups, and stocks of lymph cannot be kept. The installation of small electric and refrigerating plants at the Central Hospitals of Tarawa and Funafuti is upon the programme of future development, but present financial stress will unfortunately delay this scheme for some years.

Maternity and child welfare.

93. The Gilbertese woman is a fond mother, but it is difficult to educate her into an intelligent understanding of physical and domestic hygiene. Christianity, as strangely interpreted to the natives, has insisted upon the draping of their persons with clothes of shocking unsuitability ; it has, however, failed to teach them the fundamental decencies connected with the use of such garments. The result is that bodies which once went naked, clean and decent, are now smothered with rags which too often form a focus of filth and infection. The Administration is endeavouring, through every department in the field, to combat this condition. It is too late to attempt to eradicate clothes, but it may still be possible to educate native mothers into a proper sense of their use. Until something can be achieved to this end, all efforts to improve conditions of maternity and child welfare will be in danger of failure.

94. The wide distribution of native villages in the Gilbert Islands renders it very difficult to establish there a system of welfare centres at once effective and within the financial means of the Colony. In the Ellice Group the task is easier, not only because there is, as a rule, but a single village on each island, but also for the reason that the Ellice woman is far more intelligent and enterprising than her Gilbertese sister.

95. The newly appointed Medical Officer in the Ellice Group is starting a system of welfare centres, beginning at Funafuti, which will in the course of time be extended to all the islands of his District.

IX.—EDUCATION.

96. Between 1921 and 1928, the Administration's main educational effort was directed towards the maintenance of two native boys' boarding schools—one at Tarawa in the Gilbert Islands, the other at Vaitupu in the Ellice Group. The primary object of

these schools was to prepare a limited number of selected boys for Government clerkships and interpreterships, as a first step towards the creation of a stronger native Service. Boys were also trained for Studentships at the Central Medical School, Suva, with the ultimate aim of building up an efficient staff of Native Medical Practitioners. The first draft of boys thus vocationally educated was available for service by 1928. After that year, it was necessary only to maintain at the schools a number of pupils sufficient to fill vacancies, as they happened to occur, in the ranks of those originally selected for clerkships and medical studentships.

97. Preparations were therefore made to reduce to a minimum the number of boys receiving education along advanced lines. It was held to be cruel and dangerous to stimulate in a large surplus of youths, for whom no vocational outlet could be found, a demand upon life which could not be satisfied, and a view of horizons which could never be achieved, within the limits of ordinary village existence. The ideal of education that seemed most acceptable was, not to estrange the child from his surroundings by the gift of a little useless exotic book-learning but to equip him with knowledge which he could turn to practical account within the bounds of his native environment, and to send him out with a mind eager to absorb the lessons of thrift, co-operation, and social hygiene which the Administrative and Medical Services are trying to disseminate.

98. The whole direction of the Administration's educational effort was therefore deflected, during 1929–30, to serve this end. The new object aimed at was to diffuse useful and pertinent knowledge over a wide area rather than to concentrate specialized instruction upon a few chosen spots. The obvious way to this end was the improvement of village schools throughout the Colony.

99. The first step to be taken was to secure the co-operation of the Missions, to which the village schools in the various islands belong. Efforts in this direction were eventually successful. In return for a scheme of financial grants the Missions agreed :—

(*a*) to send ten Pastor-Teachers each year to Government educational headquarters, for a course of instruction in modern methods of teaching ;

(*b*) to post such Teachers, after training, in their village schools with the object of establishing therein an improved method of teaching, and a new secular syllabus of primary and junior instruction, based upon the needs of village life ;

(*c*) to open all schools thus re-organized to periodical inspection ; the Government inspector to award efficiency marks, by which are to be determined the amounts of the financial grants payable to each school at the end of the year.

100. In this manner ten improved village schools will be opened each year, until the desired number of 120, covering all corners of the Colony, is attained. The plan thus contemplates a progressive expansion of village education, covering the next 12–15 years.

101. To meet the demand of the new scheme, the King George V Boys' School at Tarawa was converted, during 1929–30, into a Training School for Teachers, and the education staff of the Colony was reorganized accordingly. At the end of the year, the first draft of ten village teachers had been selected by their respective Mission bodies for attendance at the course of instruction.

X.—LANDS.

102. The native method of land-tenure may be described as a compromise between the communal and individual systems. In theory a landowner has only a life interest in the property, but in practice he is allowed by custom to exercise a reasonable initiative in the alienation of portions of his lands to relatives outside the immediate circle of his next-of-kin.

103. Most of the land in the Gilbert Group is needed for the support of the native population, but there is much spare coco-nut-producing land in the Ellice Islands, where many tons of copra are annually wasted. A real benefit would be conferred upon the native if these spare lands could be worked on behalf of the owners upon a profit-sharing basis.

104. Under existing legislation—Native Lands Ordinance No. 18 of 1917—no sale of native lands to non-natives is permitted, and no lease may be granted for a longer period than 99 years, nor for any one parcel of land in any one island of greater extent than five acres without the approval of the High Commissioner.

105. A Native Lands Commission was constituted by Ordinance No. 8 of 1922 to determine questions of ownership and to establish new land registers. By Ordinance No. 2 of 1927 the Resident Commissioner was enabled to perform the duties of Lands Commissioner, his appellate functions under the earlier Ordinance being transferred to the High Commissioner.

106. The purchase value of good coco-nut-bearing land in the Gilbert and Ellice Groups, as between native and native, has fixed itself by custom at £12 per acre. If, however, a European wishes to lease land and have the use of the produce of the trees, the rental rate is assessed at about £3 per acre on the basis of an average copra yield of eight cwt. per acre. On Ocean Island special values obtain as phosphate deposits are taken into consideration.

107. The lands on Fanning, Washington, and Christmas Islands are in the hands of private companies and are not at present available for lease or purchase in sub-divided areas.

XI.—LABOUR.

108. Native labourers from both Groups are recruited under the provisions of the Gilbert and Ellice (Labour) Regulation, 1915, for service under indenture in the phosphate workings at Ocean Island and the coco-nut plantations of Fanning Island. During the year the British Phosphate Commissioners recruited labour once each from the Gilbert Islands and Hong Kong. The policy of the Administration is to encourage the recruitment of local married men so that the native labourers may be surrounded, as far as possible, with home conditions. The labourers, with families—about 350 on Fanning and Washington Islands and 670 on Ocean Island—live comfortably, receiving housing, hospital attendance, and rations on a scale authorized by Regulations. The average rate of pay earned by an able-bodied worker is 40s. per mensem. The Chinese labourers engaged in the phosphate industry at Ocean Island are managed and controlled under the provisions of the Employees Control Ordinance No. 5 of 1923.

109. During the early part of 1930, the British Phosphate Commissioners on Ocean Island completed a new location for the housing of Chinese labourers, of whom about 750 are locally employed in the phosphate industry. The location contains dwellings, mess-rooms, bath-rooms, offices, and a spacious recreation room for the Oriental community, the whole work being carried out in reinforced concrete and fibrolite. It is doubted whether quarters of greater comfort, cleanliness and convenience are supplied to indentured labourers in any other part of the world.

110. There is no forced labour in the Colony. Under the provisions of the Native Laws Ordinance, 1917, the native authorities are responsible for the good order and cleanliness of the islands and villages thereon, and for ensuring that dwelling and meeting houses, etc., are kept in repair by the natives using them, but beyond that no native is required to work outside his own settlement.

XII.—MISSIONS.

General.

111. It is too often taken for granted by intelligent people that Missionary endeavour among native races results in more harm than good. Admittedly, the propagation of sectarian modes of thought, the ruthless destruction of ancient social landmarks, and the elevation of artificial or hypocritical standards of morality,

which have been characteristic of much Missionary work in the Pacific, have created evils—both spiritual and physical—which did not before exist. The Gilbert and Ellice Groups have had their dismal share of suffering in this direction. But there have been attendant benefits, which are too often forgotten.

112. Long before the Government of the United Kingdom took an interest in these peoples, the Missionaries were here, preparing the way for peaceful Administration. Under their guidance, roads were made from end to end of nearly every island, which endure to this day. Personal industry—the foundation of any sound economic state—was successfully ensued. Schools were established, wherein were taught to read and write those men who, afterwards, were used to build the first Government Service. Above all, the example of a few noble and self-sacrificing characters did eventually triumph over the savage sectarianism of the many, and (in spite of shameful wrangling and, sometimes, even violence done in the name of Christianity) did somehow succeed at last in conveying to the people the essential spirit of their religion—a desire for peace and a sense of unity transcending material accidents. This sense of unity which is still, despite the "two and seventy warring sects," the principal gift of Christianity, has constituted a popular binding force that was not inherent in the very clannish ancestor-cult formerly practised by the native. It has provided the Administration with a matchless instrument for creating a national spirit and thus welding the scattered populations of the islands into a composite whole.

113. The Government could not by this date have travelled so far along the road of medical, educational, economic, and social organization in the two Groups had not the Missions, both Protestant and Catholic, prepared the ground and laid the solid foundations described. This is a fact worthy of wider recognition in the Pacific. Progress lies not only in the condemnation of defects, but also in the honest admission of merit. The temporal power exercised by Missions in early days had its abuses and extravagances, and must give way to official authority; but it was the forerunner of good order. The gradual transfer of power from one body to another, and the curtailment of privilege attendant upon this process, will doubtless lead to frictions, tending to "darken counsel" on both sides; but a little applied Christianity on either part will overcome such difficulties. Certainly, the native population would be a very heavy loser in the end, if the Administration failed to keep in sight the actual and—even more—the potential value of Missions as instruments of progress.

Denominations.

114. There are two Missions established in the Colony; the London Society (Congregationalist) and the Society of the Sacred Heart (Catholic). The headquarters of the London Mission in the Gilbert

Group are at Rongorongo, Beru, where a central training school for native pastors and a printing press are established. The living and housing conditions maintained at Rongorongo, both for natives and Europeans, reach a standard of comfort unequalled elsewhere in the Group.

115. The Ellice Islands come within the sphere of operations of the Samoan Branch of the London Society. There is no Catholic Mission in the Ellice Group.

116. The official headquarters of the Society of the Sacred Heart are at present at Tarawa, but the Mission's printing press and central training school are situated on the neighbouring island of Abaiang. A staff of over 50 priests, sisters, and lay brothers is distributed over the Gilbert Group.

117. Ocean Island, where most of the European population of the Colony is concentrated, is visited once a year by a Church of England priest from Australia, who remains in residence for about a month.

XIII.—POPULATION.

118. The population of the Colony on 30th June, 1930, based on returns received from the various districts, was 31,810, comprising 30,852 natives, 732 Chinese, and 226 Europeans. The population of Ocean Island of 2,594 was made up of 628 Banabans, 1,048 Gilbert and Ellice Islanders (including their wives and families), 124 Police (including their wives and families), 700 Chinese, and 94 Europeans. Their distribution throughout the Colony and the incidence of native births and deaths were as follows :—

	Population.				Native.	
	Natives.	*Europeans.*	*Chinese.*	*Total.*	*Births.*	*Deaths.*
Ocean Island—						
Total	1,800	94	700	2,594	44	67
Gilbert Islands—						
Little Makin ...	620	1	1	622	37	20
Butaritari ...	1,676	16	10	1,702	50	32
Marakei	1,673	4	—	1,677	50	30
Abaiang	2,365	9	1	2,375	76	30
Tarawa	2,552	34	4	2,590	55	29
Maiana	1,321	1	—	1,322	52	31
Kuria	215	1	—	216	10	—
Aranuka... ...	277	1	—	278	9	—
Abemama ...	644	7	1	652	44	34
Nonouti	2,145	4	1	2,150	59	99
Tabiteuea ...	3,286	5	3	3,294	84	81
Beru	2,256	7	2	2,265	67	45
Nikunau... ...	1,874	2	—	1,876	53	61
Onotoa	1,434	—	2	1,436	65	0
Tamana	965	—	—	965	47	35
Arorae	1,380	—	—	1,380	52	23
Total Gilbert Is. ...	24,683	92	25	24,800	810	600

	Population.				Native.	
	Natives.	*Europeans.*	*Chinese.*	*Total.*	*Births.*	*Deaths.*
Ellice Islands—						
Nanumea ...	727	—	—	727	24	7
Nanumaga ...	452	—	—	452	12	9
Niutao	678	—	—	678	25	12
Nui	415	—	—	415	21	8
Vaitupu	694	1	—	695	31	13
Nukufetau ...	365	—	—	365	9	5
Funafuti... ...	377	3	—	380	16	4
Nukulaelae ...	222	1	—	223	10	1
Nurakita ...	39	—	—	39	2	—
Total Ellice Is. ...	3,969	5	—	3,974	150	59
Fanning Island District—						
Fanning Is. ...	228	33	7	268	13	3
Washington Is. ...	172	2	—	174	6	1
Christmas Is. ...		no record.			no record.	
Total Fanning Is. District.	400	35	7	442	19	4
Colony Total ...	30,852	226	732	31,810	1,023	730

119. The population has remained practically stationary for several years past. A satisfactory increase can only be hoped for when, with education and continued perseverance on the part of the Medical Department and the Department of District Administration in their efforts for the preservation of child life, the native will be brought to such a state of mind as will make him realize the duty he owes to his race, family, and himself, by co-operating with his well-wishers in carrying out the simple rules of hygiene.

XIV.—METEOROLOGICAL.

120. The rainfall figures from the islands of the Colony for the year ended 30th June, 1930, were as follows :—

Island.	*Inches.*
Ocean Island	103.20
Little Makin (Gilbert Group)	117.16
Butaritari ,, ...	101.70
Marakei ,, ...	103.79
Abaiang ,, ...	108.59
Tarawa ,, ...	97.88
Maiana ,, ...	93.04
Kuria ,, ...	82.32
Aranuka ,, ...	77.76

Island.	*Inches.*
Abemama (Gilbert Group)	78.33
Nonouti ,, ...	65.83
Tabiteuea ,, ...	45.93
Beru ,, ...	58.23
Nikunau ,, ...	58.72
Onotoa ,, ...	66.85
Tamana ,, ...	63.37
Arorae ,, ...	67.50
Nanumea (Ellice Group)	104.62
Nanumaga ,, ...	58.96
Niutao ,, ...	139.99
Nui ,, ...	96.08
Vaitupu ,, ...	136.65
Nukufetau ,, ...	208.27
Funafuti ,, ...	140.67
Nukulaelae ,, ...	135.81
Nurakita ,, ...	No record
Fanning Island	74.02
Washington Island	145.66
Christmas Island	No record

121. In normal seasons the wettest months are December, January, and February, while the months with least rainfall are September and October. Ocean Island and the Gilbert Group are subject to drought. Fanning Island and the Southern Ellice Islands appear to be outside the area where drought conditions may be expected.

122. The monthly figures for Ocean Island, Tarawa (representing the Gilbert Islands), and Funafuti (representing the Ellice Islands) were :—

	Ocean Island.	*Tarawa. Gilbert Is.*	*Funafuti. Ellice Is.*
1929 :	*Inches.*	*Inches.*	*Inches.*
July	7.16	3.30	5.10
August	10.39	10.34	12.84
September ...	1.15	10.27	16.80
October	1.71	3.81	9.24
November ...	12.92	2.80	12.14
December ...	14.48	14.19	18.69
1930 :			
January	21.00	26.45	10.95
February ...	16.18	4.01	14.81
March	13.75	11.77	9.89
April	2.27	1.81	7.55
May	0.21	8.22	7.52
June	1.98	0.91	15.14
Totals ...	103.20	97.88	140.67

123. Rain fell on Ocean Island on 233 days of the period under review, the most days of rain in any one month being 31 in January, 1930, and the least number being four in May, 1930. The heaviest fall on any one day was 5·93 inches on the 13th February, 1930. The direction of wind at Ocean Island during the year was as follows :—

Northerly	15
North Easterly	52
Easterly	131
South Easterly	55
Southerly	2
South Westerly	11
Westerly	26
North Westerly	30
Variable	43
	365

XV.—MISCELLANEOUS.

Religious Disturbances.

124. In April, 1930, there was started on Onotoa Island (Southern Gilberts) a series of events which led, during the next few months, to an amazing outburst of religious hysteria. The trouble began with a dispute about some copra, which the natives of two villages desired to give to the London Missionary Society. The Native Magistrate warned these people that their Government copra tax fell due in June, and advised them consequently not to exhaust their whole crop, during May, in the proposed gift to the Mission.

125. The Native Magistrate was a member of the Roman Catholic persuasion, against which, on Onotoa, the sectarian feeling of an overwhelming Protestant majority has always run bitterly high. The Magistrate's warning was construed by the Protestants as a deliberate attack upon their religion : the villagers were incited by their native pastors to persist in their gift, and to welcome, " for the glory of God," any form of " martyrdom " which might be visited upon them in consequence.

126. The gift was handed over to the pastors in May. The villagers were called to the Native Court and warned again that their failure to pay the copra tax in June would not be condoned ; they were then dismissed. This dismissal seems to have been a heavy disappointment to the natives, who had been led by their pastors to hope for immediate martyrdom. Something in the nature of an indignation meeting was held, at the instigation of a senior pastor named Barane. Wild threats and accusations were made against the Magistrate,

the Catholic Church and the Government. An extraordinary series of spiritualistic seances, for the interpretation of dreams and visions was instituted. Barane was the interpreter. In the course of the next few weeks a huge encampment grew up around the chapel in which the seances were held. The villages were left empty save for the few Catholics who refused to attend the meetings; over twelve hundred people were gathered together day and night to hear Barane expound their dreams.

127. Gradually the interpretation of the visions assumed an apocalyptic character. It was prophesied that the end of the world was coming; that the Government and the Catholic Church would be utterly destroyed; that God would visit Onotoa in person. Barane was proclaimed to be the Prophet of God. Later, his title was changed to "Father of God," and his son (a worthless character) assumed the appellation of "God Almighty." Two loose women came forward with the claim that they were respectively "Christ the Sufferer" and "Christ the Forgiver": they were accepted as such. A body of women called the "Sheep" or "Shakers" was organized, whose function it was to attend the Prophet and shudder strongly whenever he spoke. The alleged vision of a flaming sword on the wall of the Prophet's chapel brought into being a band of youths who called themselves the Soldiers and Swords of Gabriel, and marched about in scarlet loincloths intimidating all those who were unwilling to join the movement.

128. The Native Magistrate, a man of great moderation and courage, tried in vain to prevent these disorders. He was deserted by all but two or three of his official colleagues; but in spite of continual threats from the mad encampment, he continued to set his face against the movement.

129. The climax of emotion was reached when God did not visit Onotoa on the day predicted. The woman who called herself "Christ the Forgiver" announced that the fault lay at the door of the Catholics, whose continued presence on the island was an offence to the Almighty. It was then determined that a force of about 80 "Swords" and "Sheep," led by Barane, should proceed to the Government Station with the object of "bringing down God's wrath upon the Magistrate." The force went unarmed, but yelling threats and contorting their bodies in an insane kind of dance. The Magistrate had fourteen men and women with him on the Station: these he ordered to conceal themselves in a house, while he went to face the fanatics. Having prepared a sleeping mat, in native fashion, to receive his dead body, he stood near the confines of the station, alone, awaiting the mob.

130. He was almost immediately struck down by one of the "Swords of Gabriel." His fall started a riot in which every member

of the Government party was more or less seriously wounded. A hunt for Catholics succeeded. Two unfortunates were caught and murdered with crowbars and glass bottles. That night, forty Catholics took to their canoes and fled overseas, 40 miles, to the island of Tabiteuea. An edict went out the same evening that if, by noon of the next day but one, the remaining Catholics did not present themselves for conversion to the creed of Barane, they would be slaughtered.

131. Providentially, the District Officer with a European Missionary arrived at the island on the intervening day of grace, and further bloodshed was avoided. The Native Magistrate, though grievously wounded about the head, recovered. Peace has now been restored to the island, and all guilty persons have been duly punished.

Legislation.

132. The following Ordinances were enacted during the period under review :—

No. 6 of 1929.—To amend the Maintenance Orders (Facilities for Enforcement) Ordinance 1921 ;

No. 7 of 1929.—To amend further the Gilbert and Ellice Islands (Labour) Regulation 1915 ;

No. 8 of 1929.—Relating to Quarantine ;

No. 9 of 1929.—Relating to the Management and Control of certain persons employed on Ocean Island ;

No. 10 of 1929.—For regulating Pensions and Gratuities and other Allowances to be granted in respect of offices held in His Majesty's Civil Service in the Gilbert and Ellice Islands Colony ;

No. 1 of 1930.—To amend further the Native Laws Ordinance 1917.

133. The Proclamations made during the same period were as follows :—

No. 1 of 1930.—To apply the provisions of Part II of the Drugs and Poisons Ordinance 1927 to the Esters of Morphine and their respective salts ;

No. 3 of 1930.—To extend to the 31st December, 1933, the period of exemption of Taxation under certain conditions granted to the Central Pacific Cocoanut Plantations Limited and its employees on Christmas Island.

Banking.

134. An Agency of the Commonwealth Bank of Australia (Savings Bank Branch) is established on Ocean Island. The rate of interest is 4 per cent. per annum on the first £500 at credit of

each account and 3½ per cent. per annum on the excess of balance of £500 to £1,000. There are no banks in the Gilbert and Ellice Groups, where the traders generally have a current account with the principal firms who act as their agents and bankers. Natives may deposit their cash with the Government for safe keeping and may withdraw whatever amounts they may require from any financial officer in any part of the Colony upon personal application and the production of the Pass Book.

ARTHUR GRIMBLE,

Resident Commissioner,

Gilbert and Ellice Islands Colony.

SKETCH PLAN OF TARAWA ISLAND, GILBERT GROUP, SHOWING GENERAL CONFIGURATION OF A TYPICAL LAGOON ISLAND OF THE EQUATOR.

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GILBERT AND ELLICE ISLANDS COLONY, 1930-31

(For Report for 1928-29 see No. 1500 (Price 1s. 0d.), and for Report for 1929-30 see No. 1564 (Price 1s. 6d.).)

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE

GILBERT AND ELLICE ISLANDS COLONY

Report for Period 1st July, 1930—30th June, 1931

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Sketch Map of Tarawa Island.

I.—GEOGRAPHY, CLIMATE, AND HISTORY.

The twenty-five islands of the Gilbert and Ellice Groups form a chain of coral atolls in mid-Pacific, cut by the Equator and lying close against the 180th meridian of longitude.

Beside these two Groups the Colony contains Ocean Island, some 250 miles to westward, and Fanning, Washington, and Christmas Islands, some 1,800 miles to eastward, of the Gilbert Group. The various components of the Colony are so scattered that a rectangle of a million square miles of ocean would not contain them all; and yet their aggregate area amounts to less than 200 square miles of land.

Geologically speaking, Ocean Island stands alone in the Colony, being an island of the "upheaved" type: its highest point is 280 feet above sea-level. This island, which is the Colony headquarters, is 1,500 acres in extent and possesses large deposits of phosphate of lime. All the other islands belong to the Central Pacific "area of subsidence," having been formed by the upward growth of coral around the flanks of mountains long since submerged. There is no island which rises as much as 15 feet above sea-level, or exceeds in width five furlongs from beach to beach. The atolls are mere ribbons of land from five to fifty miles long, enclosing lagoons in most cases, and topped with a soil so sandy that it will support no useful plant save the coconut, the pandanus palm and coarse edible tubers of the taro (*calladium*) and babai (*alocasia indica*) families laboriously cultivated by the native.

The language of the Ellice Islands may be regarded as a dialect of Samoan; that of the Gilbert Islands is entirely different from the Ellice speech, and shows a strong relationship to certain dialects of the Melanesian area. No "pidgin" English is used in the Colony. Conversation is carried on either in plain English or the native tongue. The native languages are almost universally used, as only a few natives understand any language but their own. The Ellice Islanders converse among themselves in the Ellice dialect, but conduct church services, and write, in Samoan.

The Gilbertese of to-day are the descendants of a small, black-skinned people who, in about the third century of our era, suffered and absorbed an invasion by a large, tawny race of Samoan type. The Ellice Islanders are an offshoot of pure Samoan stock, who settled in the Group during the sixteenth century. There are no aboriginal inhabitants of Fanning, Washington, or Christmas Islands.

The climate is warm but not humid, and is tempered by the trade winds. The nights are cool for equatorial regions. The Colony is free from malaria and fevers of the typhoid group. In normal seasons the annual rainfall ranges from about 50 inches in the vicinity of the Equator to about 100 inches in the Northern Gilberts and 150 inches in the Southern Ellice Islands. In normal seasons the wettest months are December, January, and February, while the months with least rainfall are September and October. Ocean Island and the Gilbert Group are subject to drought. Fanning Island and the Southern Ellice Islands appear to be outside the area

where drought conditions may be expected. Occasional west to north-west gales occur between October and March but the wind does not reach hurricane force. The Colony lies between the northern and southern equatorial hurricane belts.

The Gilbert Group was discovered, piecemeal, by British Naval officers between 1765 and 1824; the Ellice Group, between 1781 and 1819. The first known white trader came to the Gilberts in 1837, and was responsible for the introduction of rum and guns to the natives of Tarawa. By 1846, when Commodore Wilkes of the United States Navy visited the Gilbert and Ellice Islands, not a few beachcombers and traders had established themselves in both Groups. This was a period of great violence, when native factions were incited and actually led to battle by fugitives from the prisons of civilization, and the native name for the white man was "The Killer."

In 1856 the first missionary, Hiram Bingham, of the American (Boston) Board of Foreign Missions, preached Christianity in the Gilbert Islands. Between the 'fifties and the early 'nineties of last century, the Ellice Group became the happy hunting ground of the "black birders," who kidnapped thousands of natives for forced labour in the coffee plantations of Central America, and also introduced measles to the race. By these two evils the race was reduced from over 20,000 souls to under 3,000.

In 1892 the two Groups were proclaimed a British Protectorate by Captain H. M. Davis, of H.M.S. *Royalist*. The jurisdiction of the Resident Commissioner of the Protectorate was extended to Ocean Island by a Proclamation of 1900. At the expressed desire of the natives both Groups were annexed to His Majesty's dominions by an Order in Council of the 10th November, 1915, and were known as the Gilbert and Ellice Islands Colony as from the 12th January, 1916.

Ocean Island, of which the inhabitants are closely related to the Gilbertese, was included within the boundaries of the Colony by an Order in Council of the 27th January, 1916, which came into operation on the 3rd April following. By the same Order, Fanning and Washington Islands were also made part of the Colony, while Christmas Island was included by an Order which took effect from the 10th November, 1916.

The Union Group (3 islands) lying about 250 miles north of Samoa was made part of the Colony by Order in Council of the 29th February, 1916, and subsequently excluded and placed under the jurisdiction of the Governor-General in Council of the Dominion of New Zealand. The Orders in Council effecting this change were dated the 4th of November, 1926.

II.—GOVERNMENT.

The Colony is under the charge of a Resident Commissioner who resides at Ocean Island, which is the Colony headquarters, and who is responsible to the High Commissioner for the Western Pacific who resides in Fiji. There is no Executive or Legislative Council. The Ordinances are enacted by the High Commissioner under the provisions of the Pacific Order in Council, 1893.

The Colony is sub-divided into five administrative districts each under the charge of a European Officer who is responsible to the Resident Commissioner. The headquarters of these districts are at Tarawa, Butaritari and Beru in the Gilbert Group, Funafuti in the Ellice Group, and at Fanning Island.

Much of the work of administration is done by the natives themselves. Each island which has an indigenous population has its own native Government, constituted under the provisions of the Native Laws Ordinance, 1917, and presided over by a native Magistrate whose duties include the administration of the native laws and regulations, and the supervision of the island police, prisoners and prisons. The native Government maintains law and order under the general supervision of the European Administrative Officer of the district of which the island forms part. Each village is in charge of one or more local headmen according to its size and situation. The Magistrate in session with village headmen constitutes a monthly Court. On him falls the greater bulk of the executive work and responsibility and, except during the few days in each month when the native Court is in session, it is he who exercises general control, issues instructions, and decides questions on matters affecting the people as a whole. On each island also is a native Scribe who collects licence fees, fines, and tax copra from the natives, keeps records of Government cash received and disbursed, births, marriages, deaths, rainfall, shipping, and minutes of native Court proceedings, in prescribed books. He is also the local Postmaster. The population of 30,000 souls represents the largest body of natives under close and complete administration within the limits of the Western Pacific High Commission. The system of local government by native bodies under the supervision of European officers has reached a more advanced stage than elsewhere in the Pacific, and the day is in sight when it may become possible to allot even greater responsibilities to indigenous assemblies. The ultimate end in view is that the Gilbertese and Ellice peoples may learn to govern themselves.

III.—POPULATION.

The population of the Colony on 30th June, 1931, based on the Census returns and later returns received from the various districts, was 33,416. The Census was taken on a strictly racial basis and the figures of 33,416 were comprised as follows: Micronesians 28,275, Polynesians 4,183, Mongolians 439, Europeans 275, half-castes 235, Melanesians 5, and others 4. The population of Ocean

Island of 2,309 was made up of 1,715 Micronesians, 400 Mongolians, 129 Europeans, and 65 Polynesians. The distribution of the population throughout the Colony and the incidence of native births and deaths were as follows :—

	Population.								Native.	
	Europeans.	*Melanesians.*	*Polynesians.*	*Micronesians.*	*Mongolians.*	*Half-castes.*	*Others.*	*Total.*	*Births.*	*Deaths.*
Ocean Island :—										
Total	129	—	65	1,715	400	—	—	2,309	31	35
Gilbert Islands :—										
Makin	1	—	—	718	1	4	—	724	26	11
Butaritari ...	16	—	1	1,578	14	64	—	1,673	55	49
Marakei	6	—	5	1,629	—	9	—	1,649	62	30
Abaiang ...	6	1	1	2,563	1	20	—	2,592	76	34
Tarawa	23	4	5	2,950	6	25	—	3,013	67	46
Maiana	1	—	1	1,382	5	17	—	1,406	52	39
Abemama ...	7	—	2	874	2	8	—	893	35	25
Kuria	1	—	—	211	—	11	—	223	9	6
Aranuka ...	1	—	—	285	—	6	—	292	5	2
Nonouti ...	4	—	3	2,232	3	13	—	2,255	52	60
Tabiteuea ...	6	—	1	3,676	3	15	1	3,702	114	85
Beru	10	—	12	2,213	1	5	—	2,241	80	56
Nikunau ...	4	—	1	1,664	—	5	—	1,674	70	69
Onotoa	—	—	—	1,628	1	10	—	1,639	86	80
Tamana ...	—	—	6	983	—	—	—	989	59	46
Arorae	—	—	19	1,431	—	1	—	1,451	64	31
Floating ...	8	—	9	89	—	6	—	112	—	—
Totals... ...	94	5	66	26,106	37	219	1	26,528	912	669
Ellice Islands :—										
Nanumea ...	—	—	768	2	—	—	—	770	21	10
Nanumanga ...	—	—	420	3	—	1	—	424	10	4
Niutao	—	—	643	2	—	—	—	645	21	22
Nui	—	—	406	4	—	—	—	410	9	9
Vaitupu ...	2	—	714	1	—	3	—	720	29	9
Nukufetau ...	—	—	389	—	—	5	—	394	14	10
Funafuti ...	2	—	394	9	—	6	2	413	27	5
Nukulaelae ...	—	—	178	—	—	—	—	178	10	1
Nurakita ...	—	—	40	—	—	—	—	40	1	—
Floating ...	9	—	61	8	—	1	1	80	—	—
Total	13	—	4,013	29	—	16	3	4,074	142	70
Fanning Island District:—										
Fanning Isd. / Washington Isd.	34	—	6	425	2	—	—	467	14	—
Christmas Island	5	—	33	—	—	—	—	38	(No figures available).	
Total	39	—	39	425	2	—	—	505	14	—
Colony Total...	275	5	4,183	28,275	439	235	4	33,416	1,099	774

The following are the figures showing the respective numbers of the two sexes in the Gilbert Group, Ellice Group, and Christmas Island. Figures for Fanning Island and Washington Island are not available.

Group.	*Polynesian, Micronesian and Melanesian.*		*European.*		*Others.*		*Totals.*	
	Male.	*Female.*	*Male.*	*Female.*	*Male.*	*Female.*	*Male.*	*Female.*
Gilbert Group ...	12,853	13,324	58	36	135	122	13,046	13,482
Ellice Group ...	2,012	2,030	13	—	11	8	2,036	2,038
Christmas Isd. ...	21	12	4	1	—	—	25	13
Ocean Island ...	1,233	845	80	49	399	1	1,712	895

The population had remained practically stationary for several years past, but the recent Census revealed an increase which shows every prospect of being maintained.

The number of marriages celebrated during the year in the Colony was as follows :—

Natives	...	313
Europeans	...	3
Asiatics	...	—

There are no figures available for infantile mortality.

IV.—HEALTH.

The headquarters of the Medical Department are at Tarawa, Gilbert Islands, where the Senior Medical Officer is stationed. The medical service stationed in the Gilbert and Ellice Groups consists of three European medical officers, three native medical practitioners, graduates of the Central Medical School, Fiji, and fifty hospital orderlies, trainees of the local main hospitals. At Ocean Island one of the two medical officers in the service of the British Phosphate Commissioners is also the Government Medical Officer. At Fanning Island the medical officer in the service of Fanning Island Limited is also the Government Medical Officer. The main hospitals in the Gilbert and Ellice Groups are the Central Hospital at Tarawa and the Colonial Hospital at Funafuti respectively, where European medical officers are stationed and to which are sent the more serious cases of sickness and surgical conditions that are in need of greater and more extensive treatment than can be given in the out-station hospitals. On all islands of the two Groups, there is a small native hospital with a native hospital orderly in charge, who has medicines, drugs, and dressings, and a few instruments for dealing with minor surgical conditions and accident wounds and bruises. Each orderly is also trained in the intravenous method of administering "Salvarsan" compounds in the treatment of yaws. At Tarawa there is a Mental Asylum, and also a Leper Asylum. At Ocean Island, Fanning Island, and Washington Island there are hospitals controlled and staffed by the industrial companies concerned.

Malaria does not exist in these islands, the anopheline mosquito being absent. Of mosquito-borne disease, filariasis, with resulting elephantiasis, is very prevalent in the Ellice Islands; the mosquitoes responsible for the spread of this disease exist also in the Gilberts, but travelling restrictions have had the effect of keeping the disease almost entirely out of the Gilberts Group.

Hookworm infection exhibits a high rate of incidence in the Ellices, whilst the opposite is the position in the Gilberts. Typhoid disorders are of infrequent occurrence.

Yaws is a universal disease in all the islands. Its greatest manifestation is fissuring of the soles of the feet. There is a growing feeling that it is one of the main predisposing factors in tuberculosis. Large numbers of injections of the arsenical compounds have been and continue to be given for the relief of yaws and it is hoped that in the course of a few years this disease will be under control and that it will become as infrequent as it is now common.

Tuberculosis is by far the largest death-dealing sickness seen here. Children exhibit it as cervical adenitis, with often large chains of inflamed glands throughout the extent of the neck. Chronic enlargement of tonsils is almost always an associated condition and is the point of entry of the germ. Adults are subject to lung disease, frequently a disease of short duration accompanied by blood-spittings and ending fatally. Whilst yaws is responsible for a constitutional weakness and a racial lack of resistance, it is probable that there is a dearth of essential vitamins in the food supply.

Influenza is of frequent occurrence in mild epidemic form. Impetigo and scabies are common skin diseases, whilst catarrhal conjunctivitis is also prevalent; that these conditions are so common is due to careless disregard by natives of infection and contagion.

The number of lepers is not great and these receive treatment at the Leper Asylum. All types of the disease are seen and most cases are advanced when first seen.

V.—HOUSING.

Europeans in the service of the Government and industrial and trading firms in the Colony are provided with separate houses of the bungalow type which, with few exceptions, are built with European materials.

The Chinese labourers employed on Ocean Island by the British Phosphate Commissioners are housed in their own location, the construction of which was completed during 1930. The location contains dwellings, mess rooms, bath rooms and offices, and a spacious recreation room. The work is carried out in reinforced concrete and fibrolite, and the roofs are fibrolite tiled.

The Commissioners' indentured native labour together with the labourers' wives and families are also housed under conditions of cleanliness and comfort. The houses of the married quarters are built with a timber frame and floor, while the roofs are fibrolite-

tiled. The houses are partitioned medially, and each is provided with a kitchen wherein each family may cook its own food. The whole structure is raised some two feet above the ground on concrete piles.

The houses of the unmarried quarters vary in character. Some are concrete houses with fibrolite tiled roofs, while others have a timber structure with concrete floors and galvanized iron roofs. The unmarried labourers eat in a communal mess-room.

Adequate sanitary arrangements are provided. The buildings in which the Chinese and native indentured labour are installed are owned by the British Phosphate Commissioners. The buildings are maintained in a good state of repair and during the year under review many were reconditioned and their structures renewed.

A monthly inspection of these buildings is carried out by the Medical Officer, Ocean Island, the Officer in Charge of Constabulary, Ocean Island, and the Manager of the British Phosphate Commission, and in this way defects are noted, complaints received and rectified. and a high standard of housing conditions prevails.

The houses occupied by Europeans and Chinese, and the Chinese and indentured native locations, are lighted by electricity

The Banabans (natives of Ocean Island) are not indentured, and live in their own native villages.

The Police lines at Ocean Island are at present being re-constructed.

At Fanning Island the indentured labourers are Gilbertese and are housed in suitable buildings constructed with European materials. These buildings are inspected regularly by the Administrative Officer and the Medical Officer stationed at the Island.

In the Gilbert and Ellice Groups the native employees of the Government and trading firms are provided with buildings, out-houses, etc., similar in every respect to those in the native villages.

King's Regulation No. 1 of 1915 provides that no dwelling which, in the opinion of the Resident Commissioner or certain other officers mentioned therein, is unfit for habitation shall be assigned to any labourer. In addition to Sections 33 to 36 inclusive of the Regulation mentioned, the Gilbert and Ellice Public Health Ordinance No. 8 of 1926 provides for the enforcement of sanitary laws.

VI.—PRODUCTION.

The principal products of the Colony are phosphate of lime, obtained at Ocean Island, and copra from all the other islands. A small quantity of shark fins and native mats, hats, baskets, and curios also make up the list of exportable products.

Phosphate of lime.—The most important product is the phosphate of lime mined on Ocean Island by the British Phosphate Commissioners. The deposits of the mineral on Ocean Island and the neighbouring island of Nauru (also worked by the British Phosphate Commissioners) give a higher phosphoric acid reaction than those of any other known area. All the phosphate mined is exported.

The quantities and values of phosphate exported during the five years ended the 30th June, 1931, are shown in the following table :—

Year.	*Tons.*	*Rate per Ton.*	*Value.*
		£ s. d.	£ s. d.
1926–27	258,775	1 7 6	355,815 12 6
1927–28	190,507	1 6 0	247,659 2 0
1928–29	233,820	1 5 0	292,275 0 0
1929–30	207,863	1 5 0	259,828 15 0
1930–31	145,122	1 2 0	159,634 4 0

New machinery is being installed to enable the output to be increased. The Europeans employed by the British Phosphate Commissioners are engaged in the United Kingdom or Australia for limited periods according to the nature of their respective duties. They are provided with free partly furnished quarters. The Chinese are obtained from Hong Kong and sign a three years' agreement. They are not accompanied by their womenfolk. The Gilbertese labourers are recruited under the provisions of King's Regulation No. 1 of 1915 and amending Ordinances. Their term of service is eighteen months and one-third of their number are accompanied by their wives and a limited number of children. The Chinese and Gilbertese recruited labour are provided with free quarters and rations. The Banabans, although in regular employment, are classed as casual labourers and live in their own villages.

Copra is the product of all islands in the Colony except Ocean Island. At Fanning and Washington Islands, Gilbertese recruited labour is employed for the purpose of planting the lands and making copra. Their term of service is three years but by mutual consent the term may be extended to four years. Tahitian labour is employed at Christmas Island. In the Gilbert and Ellice Groups all coconut plantations are in the hands of natives. The coconut plantations are not cultivated, and the copra represents the coconuts in excess of what is required by the natives for domestic consumption. The Gilbert and Ellice Groups have no other industry on which to fall back should the demand for copra cease.

The quantities and values of copra exported during the five years ended the 30th June, 1931, are shown in the following table :—

Year.	*Tons.*	*Value.*
		£
1926–27	2,544	39,341
1927–28	4,698	64,833
1928–29	4,122	55,657
1929–30	5,465	83,691
1930–31	6,548	65,480

The extremely low figure for 1926–27 was due to a severe drought of the kind which periodically visits the Gilbert Group.

Mat-making.—The mats woven by native women of pandanus leaf are among the finest in the Pacific. The Gilbertese mats depend upon texture and finish for their appeal ; those made in the

Ellice Islands are less finely plaited, but are decorated with woven designs of striking colour. *Hats* of a texture and durability equal to the best Panama are also produced, and can be made to any size or shape, if blocks be supplied. *Fans* are manufactured of prepared leaf and coloured feathers. *Baskets* and *bags* of beautiful design and workmanship can be made to any pattern. There is no limit to the ingenuity of the native women in the manufacture of fine plaited articles. If a market for these products were available, it would be easy to organize an extensive local industry.

Pearl shell exists in the lagoon of Christmas Island, but the lessees (Central Pacific Coconut Plantations Limited) do not pay much attention to the export of this commodity. Shell has also been found in Onotoa Lagoon (Southern Gilberts), but cannot be worked by naked diving, owing to the presence of a ferocious type of eel, which has been responsible for a considerable loss of life among natives.

Fisheries.—The Colony would form a convenient headquarters for a fish-oil industry. The celebrated palu, or castor-oil fish, abounds in the Ellice Group. The shark, sailfish, and porpoise are plentiful everywhere.

VII.—COMMERCE.

Details of the goods imported during the financial year ended the 30th June, 1931, are as follows :—

General Description	*Value.*
	£
Anchors and chains	3,426
Benzine	1,092
Building material	11,758
Bicycles	690
Apparel	13,830
Explosives	1,485
Hardware	11,319
Iron	3,998
Jewellery	310
Kerosene	2,146
Machinery	39,247
Oils	2,030
Perfumery	720
Photographic materials	95
Provisions	56,054
Spirits, wines, fermented liquors	3,707
Tobacco	10,054
Wire rope	1,470
Miscellaneous	30,994
	£194,425

The gross values of imports and the gross values and tonnage of exports for the five years ended the 30th June, 1931, were respectively as follows :

Year.	*Imports.* £	*Exports.* *Value.* £	*Tonnage.*
1926–27	113,453	395,728	261,323
1927–28	150,271	312,834	195,224
1928–29	190,436	348,272	237,942
1929–30	148,779	351,496	213,328
1930–31	194,425	253,344	156,563

Most of the imported goods are shipped out of Australian ports and are produced in the United Kingdom and Australia. The balance comes from New Zealand, America, Japan, and China. Most of the goods brought to Ocean Island arrive in British ships, but the goods brought direct to other parts of the Colony arrive mainly in foreign ships.

Nearly all the phosphate of lime is exported to Australia and New Zealand and is carried mainly in British ships. The balance is shipped to Japan by Japanese vessels.

All the copra produced in the Colony is exported to America and Japan and nearly all of it is carried away in foreign vessels. The low price of copra in the world's markets made it necessary to remove the duty on copra sacks and to reduce the export duty on copra from £1 to 10s. per ton.

The output of copra would be greater but for the fact that the native believes he is being doubly exploited—first as a seller of copra and then over the counter as a buyer—and the belief embitters him. He resolves, as a buyer, to confine his purchases to the barest necessities and, as a seller, to limit his production in strict accordance with that resolve.

VIII.—WAGES AND COST OF LIVING.

Europeans.—Europeans in the service of the Government and industrial and trading concerns are provided with free partly furnished quarters. Unmarried employees of the British Phosphate Commissioners receive free board, lodging, and laundry. All houses on Ocean Island are lighted by electricity which is supplied free to employees of the Commissioners ; other Europeans pay for the service. With economy a married couple can live on about £27 a month and a bachelor on about £18 to £20 a month. These amounts do not include clothing, luxuries, and entertainment expenses.

Chinese.—Chinese mechanics employed on Ocean Island receive an average wage of £5 10s. 0d. per month, and coolie labour £2 per month, with rations, quarters, and lighting in both cases.

Natives.—Native labourers employed by the British Phosphate Commissioners under contract receive £1 12s. 0d. a month with rations, quarters, and lighting, and a bonus of 8s. a month for satisfactory work. Casual labourers receive 4s. a day without rations or quarters. In other cases the wages of natives vary according to the part of the Colony in which employed and, of course, according to the nature of the employment. Labour employed under signed contract is paid from £1 a month with quarters and rations to £5 a month without rations. Casual labourers receive from 2s. to 5s. a day. Native employees of the Government receive from £12 to £200 per annum with rations (or an allowance in lieu) and quarters.

General.—Where rations are issued they are on a liberal scale. All working tools are provided by the employer. No labourer is required to work for more than 9 hours a day with a maximum of 50 hours a week. Only those engaged on necessary services are required to work on Sunday. A capitation tax of £10 per annum is payable in respect of each non-native employed in the Colony. Although the individual is liable it is the practice for the employer to pay the tax.

IX.—EDUCATION AND WELFARE INSTITUTIONS.

The beginning of education in the Colony dates back to 1860, soon after the arrival of that distinguished pioneer, Hiram Bingham. Native schools for many years were in the charge of native pastors from other parts of the Pacific. From the year 1900, mission education had become general due principally in the Gilbert Group to the policy of internal control followed by the Missions, whereby central boarding schools turned out pastors trained for work with village schools. In the Ellice Group, the former policy of external control has continued, village teachers in general coming from Samoa.

Grants-in-aid to Mission schools were first given in 1914 and were established in 1917–18. They are to be progressively increased as from the year under review.

The Colonial Education Department came into existence in 1920, and within three years three Government schools had been established—the Banaban School at Ocean Island for Banaban boys; the Bairiki School, Tarawa, afterwards named the King George V School, a boarding establishment taking 60 Gilbertese boys; and the Ellice Islands School for Ellice boys. In 1926, under an amalgamation scheme, the senior boys of the Banaban School were transferred to the King George V School.

The aim of these schools was to prepare a limited number of selected boys for clerkships and interpreterships, as a first step

towards the creation of a stronger native service. Boys were also trained for studentships at the Central Medical School, Suva, with the ultimate aim of building up an efficient staff of native medical practitioners. The first draft of boys thus vocationally trained was available for service by 1928. After that year, it was necessary only to maintain a number of pupils sufficient to fill vacancies, as they happened to occur, in the ranks of those originally selected for clerkships and medical studentships.

Outside this necessarily restricted sphere of vocational training the first object of the Administration has been the adaptation of schools to local village conditions and needs. The pupil must be equipped with knowledge which he can turn to practical account in his native environment, and must be sent out eager and able to absorb the lessons of thrift, co-operation, and social hygiene which the Administration and Medical Services are trying to disseminate.

It is clearly better to diffuse education thus interpreted over a wide area than to concentrate attention and funds on a few selected schools. The aim of the Administration is, therefore, the improvement of village life through village schools.

The first step to be taken was to secure the co-operation of the Missions, to which the village schools in the various islands belong. Efforts in this direction were eventually successful. In return for a scheme of financial grants the Missions agreed :—

(*a*) to send ten pastor-teachers each year to Government educational headquarters for a course of instruction in modern methods of teaching ;

(*b*) to post teachers, after training, in their village schools with the object of establishing therein an improvement method of teaching, and a new secular syllabus of primary and junior instruction based upon the needs of village life ;

(*c*) to open all schools thus reorganized to periodical inspection ; the Government inspector to award efficiency marks, by which are to be determined the amounts of the financial grants payable to each school at the end of the year.

In this manner ten improved schools will be opened each year, until the desired number of 120, covering all corners of the Colony, is attained. The plan thus contemplates a progressive expansion of village education covering the next 12–15 years.

To meet the demand of the new scheme, the King George V School at Tarawa was converted into a Training School for teachers and the education staff of the Colony was reorganized accordingly. In September, 1930, the first draft of ten village teachers took up residence at the school to undertake the first course of instruction. These teachers will complete their course early next year, when a second draft will succeed them.

X.—COMMUNICATIONS and TRANSPORT.

Shipping.

The following is a summary of the vessels which called at Ocean Island and Tarawa (Gilbert Islands) during the year ended 30th June, 1931 :—

From	*Ocean Island.*	*Tarawa.*
Australia	6	4
Australia via Nauru ...	24	—
Gilbert Islands	13	44
China	3	—
New Zealand	4	—
Japan	1	—
Honolulu	1	—
Borneo	1	—
Ocean Island	—	9
Fiji	—	2
Fanning Island	—	1
Marshall Islands	—	2
	—	—
	53	62
	—	—

By Proclamation No. 5 of 1931, Butaritari was closed as a port of entry (see Western Pacific High Commission Gazette 1931, page 32.)

The Australian port of call and departure for Ocean Island is generally Melbourne, but phosphate vessels occasionally sail out of Sydney and Newcastle also. A few sailings each year are made to and from New Zealand.

The distributing centre for mails in the Gilbert and Ellice Groups is Tarawa, which is connected direct with Australia by the irregular visits of vessels chartered by Messrs. Burns Philp and Company for the purpose of exporting copra.

Communication between both the Gilbert and Ellice Groups and Colony headquarters at Ocean Island is maintained by the Government vessel, the *Nimanoa*. This vessel makes regular trips between Ocean Island and Tarawa, for the carriage of passengers and mails to and from the Gilbert Group, and two or three complete tours of the Colony in the course of each year

Inter-insular communication within the two Groups is also maintained by two small craft engaged in the local copra trade on behalf of Messrs. Burns Philp (South Sea) Company, and Messrs. On Chong and Company. The Gilbert Islands are connected with Fanning Island by annual visits of a vessel of Fanning Island Limited. Communication between the Ellice Islands and Fiji

is maintained by the London Missionary Society's vessel *John Williams V* which makes two trips a year, and by a warship and the Government vessel *Nimanoa* once a year each.

Roads.

A lagoonside road surfaced with reef mud runs the whole length of every Gilbert and Ellice island. These roads were first made at the instigation of early native missionaries from Hawaii and Samoa. Though not of elaborate construction, they suffice for the needs of the islands, and have a surface good enough for motor bicycle traffic. The frequent breaks in the land, where the ocean connects with the lagoon, nevertheless make motoring difficult. The aggregate length of the island roads is estimated at 300 miles.

Wireless Telegraph.

The Government Wireless Telegraph Station at Ocean Island maintains a public service with all parts of the world, and with shipping. The installation is a 5 K.W. Marconi Rotary Spark. An experimental short-wave transmitter has also been installed. Traffic is cleared through the Suva route, and inter-island service is maintained via Rabaul. Communication with the Gilbert Islands is carried through the ½ K.W. Spark Set of Messrs. Burns Philp (South Sea) Company at Tarawa, and through the London Mission Society's island headquarters at Beru, and also via the s.s. *Macquarie* of Messrs. On Chong and Company. The British Phosphate Commissioners have a ½ K.W. telegraph-telephone set and communicate with their ships (*Nauru Chief* and *Triona*) and with the island of Nauru. An amateur station in the Ellice Group communicates daily with a similar station in Fiji.

XI.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

An Agency of the Commonwealth Bank of Australia (Savings Bank Branch) is established on Ocean Island. The rate of interest is 4 per cent. per annum on the first £500 at credit each account and 3½ per cent. per annum on the excess of balance of £500 to £1,000. There are no banks in the Gilbert and Ellice Groups, where the traders generally have a current account with the principal firms who act as their agents and bankers. Natives may deposit their cash with the Government for safe keeping and may withdraw whatever amounts they may require from any financial officer in any part of the Colony upon personal application and the production of the Pass Book. A few natives of the Ellice Islands have opened accounts with the Government Savings Bank in Fiji.

Currency.

All taxes, duties, fees, fines, and wages are payable in British coin, but the currency commonly used in the Colony is Australian. A system of international money orders is established. Postal Orders of values from 6d. to £1 are issued from Ocean Island only, but are cashed throughout the Colony.

Weights and Measures.

The local use of the standard weights and measures of the United Kingdom is validated by Ordinance No. 10 of 1916.

XII.—PUBLIC WORKS.

The Public Works Department consists of a European Superintendent of Works, who was appointed in 1930, and four native and half-caste carpenters. This staff is assisted, whenever practicable, by prison labour. In the absence of the Superintendent of Works, European officers of the District Administration and the Medical and Education Departments supervise the public works being carried out at their respective stations. The Native Governments supervise the communal works carried out by natives on their respective islands.

During the year a concrete-block-making machine was purchased in England and is giving every satisfaction. It is hoped that the use of concrete in the construction of Government buildings will, in addition to providing more permanent and fireproof structures, reduce maintenance costs rendered necessary owing to dry rot and borers, thus leaving more money available for new and necessary works.

Ocean Island.—At Ocean Island new quarters were erected for the Constabulary Officer. The reconditioning of the Constabulary living houses was proceeded with, the houses built of native materials being replaced by more permanent and hygienic structures built with European materials. A start was made on a new office which is being built mainly of concrete, the walls consisting of hollow concrete bricks. This building will accommodate the officers of the Treasury, Customs, and Postal Departments. A commodious and well ventilated class room for European children was built in a central position, enabling the teacher and children to work under comfortable conditions. The rifle range built many years ago and which was in an isolated and inconvenient position was abandoned and a new range completed on the western end of the island. This range is connected with the European settlements by a railway which was laid down by and is the property of the British Phosphate Commissioners, who place a car at the disposal of the members of the Defence Force on days when the range is used. The reconstruction of the native hospital was continued during the year, and the construction of latrines in the Banaban villages was completed.

Gilbert Islands.—At Tarawa a new cargo-lighter was built, the reconstruction of the wards at the Central Hospital was completed, and repairs and improvements effected both at the Central and Leper Hospitals. The new Asylum for the Insane was completed. Preparations were made and materials obtained for the erection of quarters at Beru for the Medical Officer, Southern Gilberts. At Beru a concrete water cistern was built at the quarters of the Administrative Officer, Southern Gilberts.

Ellice Islands.—At Funafuti a new landing wharf was built of hardwood on stout concrete pillars, under the supervision of the Administrative Officer. Extensive improvements were carried out at the hospital and the Medical Officers' quarters, and a model hospital ward of European materials on a concrete base and substructure was erected under the supervision of the Administrative and Medical Officers. Several improvements were effected at the Government School for natives at Vaitupu under the supervision of the Headmaster.

Under the provisions of the Native Laws Ordinance, 1917, the native authorities are responsible for the good order and cleanliness of the islands and villages thereon, and for ensuring that dwelling and meeting houses, etc., are kept in repair by the natives using them, but beyond that no native is required to work outside his own settlement. The roads, dwellings, and sea walls on every island were kept in proper repair by the respective native communities during the year.

XIII.—JUSTICE AND POLICE.

Justice.

Civil and criminal jurisdiction is exercised in the Colony by Deputy Commissioners sitting in Courts constituted under the Pacific Orders in Council, 1893, *et seq.* Appeals from these Courts are made to the Supreme Court, Fiji. If, in criminal proceedings, the accused be charged with an offence punishable with death or penal servitude for seven years or more, the Deputy Commissioner's Court has no power to try the case, which must be removed for trial before a Judicial Commissioner. The Resident Commissioner of the Colony may be appointed to be a Judicial Commissioner for specific cases.

By far the busiest Police Court in the Colony is that of Ocean Island, before which well over 1,000 charges are heard annually. In the absence of a substantive judicial officer, the Resident Commissioner is obliged to undertake the functions of presiding magistrate in addition to his other duties.

The business of the Ocean Island Court is chiefly connected with the application of the Rules made under King's Regulation No. 1 of 1915 and Ordinance No. 5 of 1923 for the governance of 800 native and 400 Chinese labourers locally employed by the British Phosphate Commissioners.

RETURN SHOWING NUMBER OF PERSONS TRIED IN HIGH COMMISSIONER'S COURT FOR THE WESTERN PACIFIC, OCEAN ISLAND, FOR THE YEAR 1931.

Offences.	How tried.		Nationality.		Fines.			Cautioned.		Dismissed.		Imprisoned.		Withdrawn.	
	Sum.	With Ass.	Nat.	Chi.	£	s.	d.	Nat.	Chi.	Nat.	Chi.	Nat.	Chi.	Nat.	Chi.
Breach of Regulations	—	—	323	212	136	8	8	17	5	1	7	—	—	—	3
Gambling	—	—	55	—	47	0	0	—	—	8	—	—	—	—	—
Larceny	17	1	7	11	2	0	0	—	3	—	—	7	5	—	—
Aiding and Abetting, Larceny ...	6	—	6	—		—		—	—	1	—	5	—	—	—
Default in payment of fines	—	—	—	33		—		—	—	—	—	—	33	—	—
Attempt to import opium	1	—	—	1		—		—	—	—	—	—	1	—	—
Assault	25	—	4 1 European	20	10	0	0	1	—	—	9	2	7	—	—
Insulting behaviour	17	—	13	4	6	10	0	—	—	6	1	3	1	—	—
Breaking and Entering	—	1	—	1		—		—	—	—	—	—	1	—	—
Smuggling	11	—	11	—	2	0	0	1	—	7	—	—	—	1	—
Obstructing and resisting Police ...	3	—	2	1	0	12	6	—	—	—	—	—	1	—	—
Travelling without a permit	6	—	6	—		—		—	—	1	—	5	—	—	—
Aiding and abetting to travel without a permit.	1	—	1	—	2	0	0	—	—	—	—	—	—	—	—
Trespass	4	—	4	—	1	2	6	—	—	—	—	—	—	—	—
Escape from Police Custody	4	—	4	—		—		—	—	—	—	4	—	—	—
Breach of Gaol Regulations	4	—	2	2	0	7	6	—	—	—	—	1	1	—	1
Murder (Preliminary Examination) ...	—	(1)	—	1		—		—	—	—	—	—	—	—	—
Working wireless set without a licence	1	—	1 European		5	0	0	—	—	—	—	—	—	—	—
Refusal to stop means of conveyance and permit Custom Examination.	1	—	1	—		—		—	—	1	—	—	—	—	—
Total	101	3	439 2 Europeans	286	213	1	2	19	8	25	17	27	50	1	4

There are no practising barristers or solicitors in the Colony.

A code of Native Laws is administered in the native Courts (consisting of island magistrates and village headmen) under the supervision of Administrative Officers. A European officer has no power to try cases under the native Laws, his function being limited to the review, alteration, and amendment of sentences inflicted by the native Courts. Though the Island magistrates are, on the whole extraordinarily efficient considering their education, their chief weakness is an imperfect realization of the relative gravity of offences within the same class. The magistrates tend too often to inflict the maximum sentence without regard to mitigating circumstances.

Island Regulations for the good order and cleanliness of the island are enacted by the native Governments under authority of the native Laws. These Regulations have been published in book form in the English, Gilbertese and Samoan languages.

Police.

The Police of the Colony consist of an Armed Constabulary constituted under Ordinance No. 9 of 1916, and a Village Constabulary appointed under the native Laws. The Armed Constabulary is under the command of the Resident Commissioner. A European officer of Constabulary is stationed at Ocean Island. The non-commissioned officers and men are natives, the authorized strength being 83. The Village Constabulary strength stands at 272 and are supervised by the magistrate of the island on which they are stationed.

Of the 83 non-commissioned officers and men in the Armed Constabulary, 60 are permanently stationed at Ocean Island, where they assist in the maintenance of good relations between the Chinese and native labourers employed by the British Phosphate Commissioners. The majority of the Police stationed at Ocean Island are Ellice Islanders, who have proved themselves to be patient, good natured, and intelligent in handling the mixed races of the community. There was one disturbance during the year, when the Ellice Islanders proved their ability in controlling the situation. In addition they excel in handling boats through the surf when landing and embarking medical and customs officers, passengers, and mails.

Prisons.

There are three Colony gaols for prisoners undergoing sentences of over six months' imprisonment, and a prison on each island of the Groups for short-sentence prisoners.

Prisoners in Colony gaols are, as far as possible, trained in some useful occupation during the period of their imprisonment. By being attached to station carpenters' shops and by being required to help in the construction of boats, houses, stores, etc., they acquire

knowledge which they are able to turn to good account after their release from prison. It is a well-known fact locally that a native who has served one or more terms of imprisonment is the best man to employ as a domestic servant.

No air of gloom pervades a Gilbertese or Ellice prison, nor does the fact of being imprisoned carry any social stigma among the natives. While insistence upon punctuality and industry is strictly maintained, there exists no spirit of rancour between prisoners and warders. The rations provided being slightly more abundant than a native is able to afford in his own home, and the disciplines of work, food, and sleep being far more regular than those which he would ordinarily observe, he usually leaves prison a heavier and healthier man than he was at the time of his conviction.

Juvenile offenders.—It has not been found necessary to establish a system of treatment of juvenile offenders. The social and moral codes of the natives and the control exercised by the Missions, educational establishments, and village headmen are such that on the very few occasions that a juvenile does come before a Court, it is for some trivial offence for which a warning suffices.

Health of Prisoners.—Paragraphs 18 to 23 inclusive of the Colonial Government Rules which form Schedule C to the Gaol and Prisons Ordinance, No. 4 of 1916, provide for the regular medical inspection of prisoners. In addition all cases of sickness are immediately brought to the notice of the Medical Officer, or, in his absence, the nearest native medical practitioner or dresser.

Payment of fines.—The Court almost invariably gives an offender a reasonable time to pay a fine imposed, if satisfied that the fine cannot be paid immediately but will be paid if time is allowed. The time allowed varies according to the circumstances of the case and the nature of the offence. An offender who defaults and is imprisoned is released on payment of a proportion of the fine equivalent to the unexpired portion of his term of imprisonment.

XIV.—LEGISLATION.

The following Ordinances were enacted during the official year 1st July, 1930—30th June, 1931 :—

No. 2 of 1930.—To remove doubts as to the validity of a certain marriage.

No. 3 of 1930.—To grant exemption from taxation in certain cases on Christmas Island.

No. 4 of 1930.—To regulate the inter-island and coastal traffic.

No. 5 of 1930.—Relating to native medical practitioners.

No. 1 of 1931.—To make provision for taking a census in the year 1931.

No. 2 of 1931.—To amend the Quarantine Ordinance, 1929.

No. 3 of 1931.—To amend the Drugs and Poisons Ordinance, 1927.

Subsidiary Legislation.

The following Proclamations were issued by the High Commissioner during the period under review :—

No. 5 of 1930.—Extending to Western Samoa the provisions of the Maintenance Orders (Facilities for Enforcement) 1921.

No. 6 of 1930.—Repealing Proclamation No. 3 of 1930 relating to Christmas Island.

No. 7 of 1930.—Appointing a date on which the Quarantine Ordinance 1929 shall come into operation.

No. 10 of 1930.—Exempting from Customs import duty bags and sacks ordinarily used for exporting copra.

No. 1 of 1931.—Prohibiting the introduction of noxious insects, pests, disease germs, etc., into the Colony.

No. 2 of 1931.—Prohibiting the importation of rags, second-hand clothing, and second-hand bedding into the Colony.

No. 3 of 1931.—Declaring certain ports to be first ports of entry.

No. 4 of 1931.—Prohibiting the importation of plants from Wallis and Fortuna Islands.

No. 5 of 1931.—Closing Butaritari Lagoon as a port of entry.

No. 14 of 1931.—Declaring the Central Hospital at Betio, Tarawa, to be a Lunatic Asylum.

No. 15 of 1931.—Applying Part II of the Drugs and Poisons Ordinance, 1927, to di-hydromorphinone.

No. 17 of 1931.—Reducing export duty on copra.

On the 27th August, 1930 the High Commissioner made certain amendments to the Pensions Regulations, and on the 11th February, 1931, granted exemption from the provisions of the Quarantine Ordinance, 1929, to certain vessels trading to Christmas Island, subject to specified conditions.

The following Proclamations were issued by the Resident Commissioner :—

1st January, 1931.—Declaring certain places to be infected with quarantinable disease.

10th April, 1931.—Imposing tax of copra on landowners of the Gilbert and Ellice Groups.

The following Regulations were made by the Resident Commissioner :—

4th September, 1930.—Regulations for the guidance of officers of H.M.C.S. *Nimanoa* in connection with stores and store accounting.

5th September, 1930.—Regulations for the guidance and control of officers and crew of H.M.C.S. *Nimanoa*.

28th November, 1930.—The Lunatic Asylum Management Regulations, 1930.

1st January, 1931.—The Quarantine Regulations, 1931.

16th February, 1931.—The Leper Regulations, 1930.

There is no factory legislation in the Colony, or legislation dealing with compensation for accidents, nor legislative provision for old age. Under section 40 of King's Regulation No. 1 of 1915 and paragraphs 13 to 15 of the Schedule to the Employees Control Ordinance No. 9 of 1929 provision is made for the treatment of sickness amongst labour. All employees of the Government, the British Phosphate Commissioners, and trading firms receive free medical treatment.

XV.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The totals of the revenue and expenditure of the Colony for the last seven years have been as follows :—

Year.	*Revenue.*			*Expenditure.*		
	£	s.	d.	£	s.	d.
1924–25	62,770	16	0	36,419	17	6
1925–26	51,697	1	10	40,610	1	1
1926–27	52,925	1	5	44,869	13	5
1927–28	71,964	16	1	45,632	9	6
1928–29	73,712	1	3	60,595	0	9
1929–30	67,105	11	7	59,324	3	5
1930–31	63,704	16	10	61,453	14	2

Revenue.

The following are the details of revenue for the periods 1928–29 to 1930–31 :—

Sources of Revenue.	*Revenue.* *1928–29.*			*1929–30.*			*1930–31.*		
	£	s.	d.	£	s.	d.	£	s.	d.
Customs	28,096	19	5	28,717	5	8	28,717	9	2
Native taxes, etc. ...	10,308	9	8	7,660	17	6	4,949	9	6
Licences, etc.	16,059	13	6	14,560	11	7	13,419	7	1
Fees, etc.	3,268	16	9	4,530	16	11	4,630	0	10
Post Office...	772	4	11	608	7	2	521	1	5
Telegraphs	643	2	9	198	5	5	442	8	10
Royalties	5,988	3	6	4,988	17	0	4,785	12	6
Interest	2,272	16	5	3,614	10	8	4,281	0	2
Miscellaneous	5,739	4	4	1,288	9	8	1,208	7	4
Imperial Grant	562	10	0	937	10	0	750	0	0
	£73,712	1	3	£67,105	11	7	£63,704	16	10

During the three-year period from 1928–29 to 1930–31 there has been a steady fall in the revenue, which however still exceeds the expenditure. The expenditure during the same period has remained roughly constant. The Revenue (miscellaneous) for 1928–29 includes £5,000 received by the sale of the s.y. *Pioneer*.

Revenue from native taxes has declined, due to the fact that the tax on native landowners is paid in copra, which has fallen considerably in price during the period under review.

Revenue from licences, etc., has declined, owing principally to a decrease in the number of Chinese employees of the British Phosphate Commissioners, with a corresponding decrease in the amount of capitation tax received.

The increase in revenue from fees, etc., is mainly due to increased reimbursements from the Banaban Royalty Trust Fund.

There was a decrease, during the period under consideration, in the amount of phosphate shipped from Ocean Island, leading to a decrease in the amount of the royalty paid thereon.

Revenue under the head of interest has increased owing to the continued investment of surplus funds.

Expenditure.

The following are the details of expenditure for the periods 1928–29 to 1930–31 :—

Heads of Expenditure.	*Expenditure.* *1928–29.*			*1929–30.*			*1930–31.*		
	£	s.	d.	£	s.	d.	£	s.	d.
Pensions, etc.	1,083	14	9	508	11	2	493	7	5
High Commissioner	2,258	3	4	2,292	2	10	2,358	13	5
Resident Commissioner ...	2,558	18	0	3,477	3	2	3,484	4	0
Treasury, etc.	1,379	3	1	1,822	6	2	1,666	19	5
District Administration ...	4,008	3	2	3,881	12	6	5,086	12	3
Police and Prisons	7,104	10	5	7,548	5	6	7,801	6	3
Defence Forces	23	13	8	18	19	4	24	3	11
Medical Department ...	8,541	19	4	10,033	13	9	10,951	4	1
Transport	—			4,388	17	0	7,333	17	8
Post Office	479	3	8	509	12	7	501	16	2
Wireless Telegraphs ...	1,238	19	2	1,062	15	4	1,576	4	6
Audit Department	317	10	0	325	8	8	359	2	2
Miscellaneous...	2,836	17	1	2,715	8	3	2,811	10	8
Lands Commission	52	15	2	17	9	4	64	16	4
Education Department ...	4,447	0	9	5,189	12	8	4,721	5	3
Public Works Department ...	—			—			1,157	6	11
Public Works Annually Recurrent.	2,036	13	11	1,929	8	5	1,264	10	7
Public Works Extraordinary	18,520	7	7	11,471	3	8	5,965	3	1
Island Administration ...	3,707	7	8	2,131	13	1	3,831	10	1
	£60,595	0	9	£59,324	3	5	£61,453	14	2

As regards expenditure the following observations may be made :—

(*a*) *Transport.*—The Colony yacht *Nimanoa* came into commission during 1929–30. In the earlier part of that year and the whole of the previous year there had been no Government vessel on which funds were expended.

(*b*) *Public Works.*—The Public Works Department came into being with the year 1930–31, and a decrease in the expenditure for that year under Public Works Annually Recurrent may be

noted as being due to the transfer of items of expenditure from the latter to the former head. Expenditure on Public Works Extraordinary has been greatly reduced, nearly all the expenditure under this head in 1928–29 and 1929–30 was due to the construction of the yacht *Nimanoa*. The construction of buildings accounts for most of such expenditure in 1930–31.

The financial year of the Gilbert and Ellice Islands Colony runs from the 1st July to the 30th June.

Debt.

The Colony has no Public Debt.

The Colony assets and liabilities on the 30th June, 1931, were :—

	Assets.			*Liabilities.*		
	£	s.	d.	£	s.	d.
Cash in hand and at Bank	7,958	7	3			
Fixed Deposits	90,000	0	0			
Drafts and Remittances	715	15	0			
Deposits, Estate M. Shea (deceased) ...				450	0	0
Banaban Royalties invested				24,250	12	0
Banaban Provident Fund invested ...				20,025	0	10
Banaban Landholders invested ...				22,836	7	6
Other				8,048	0	11
Advances Joint Colonial Fund ...	3,500	0	0			
Other	204	17	9			
Suspense	135	6	1			
Imprests	1,733	19	8			
Investments :—						
Banaban Landholders	22,836	7	6			
Banaban Provident Fund ...	20,025	0	10			
Banaban Royalties	24,250	12	0			
Crown Agents	20,000	0	0			
Estate M. Shea (deceased) ...	450	0	0			
Excess of Assets over Liabilities ...				116,200	4	10
	£191,810	6	1	£191,810	6	1

Taxation.

The main heads of taxation are (*a*) Import Duties, which in 1930–31 have yielded £24,207 9s. 2d. ; (*b*) Export Duty on copra at 10s. a ton (reduced from £1 a ton by Proclamation No. 17 of 1931), yielding £4,510 ; (*c*) land tax paid in copra under an annual assessment of the islands of the Gilbert and Ellice groups, yielding £4,161 5s. 8d. ; (*d*) capitation tax on non-natives (other than public officers, ministers of religion, and certain others) at £10 a head, yielding £8,212, principally from Chinese employed on Ocean Island ; (*e*) sums paid in commutation of duties and taxes, being £1,000 per annum by Fanning Island Limited and £400 per annum by Imperial and International Communications Limited at Fanning Island, and £200 per annum by Central Pacific Coconut Plantations Limited at Christmas Island. A royalty of 6d. a ton is payable on phosphate shipped from Ocean Island, and this amounted in 1930–31 to £4,685 12s. 6d.

Customs Tariff.

The normal rate of Import Duty is 12½ per cent *ad valorem*. The only other *ad valorem* rates are 15 per cent on bicycles, motor cycles, and perfumery (other than perfumed spirits): 20 per cent on jewellery (including watches of all kinds): and 10 per cent on (industrial) machinery.

Specific duties are as follows:—

Malt liquors	2s. per dozen pints.
Wine (claret and hock, and all Australian, New Zealand, and South African wines)	2s. 6d. per dozen pints.
Wine (other kinds)	5s. per dozen pints.
Wine (sparkling)	12s. per dozen pints.
Spirits	£1 per gallon.
Spirits (methylated)	2s. per gallon.
Tobacco, twist or leaf	2s. per lb.
Tobacco, manufactured	3s. ,,
Cigarettes	4s. ,,
Cigars	5s. ,,
Playing cards	1s. per pack.
Benzine, petrol, etc., and crude oil ...	4d. per gallon.
Kerosene (according to flash test) ...	3d. or 6d. per gallon.
Other oils (except medical oils, which are exempt, and oil in bottles, which is 12½ per cent *ad valorem*)	6d. per gallon.
Dynamite, etc.	6d. per lb.
Anchors and chains	½d. ,,
Wire rope, and galvanized iron in sheets, bars, etc.	£3 per ton.
Iron, Black, in sheets, bars, etc. ...	£1 10s. per ton.
Iron, pig or scrap	£1 10s. ,,
Iron Tanks	10s. each.
Cement	8d. per cwt.
Putty	3s. per cwt.
Paints (crude)	4s. ,,
Timber, dressed	2s. per 100 sq. ft.
Timber, undressed	1s. 6d. per 100 sq. ft.

The following goods (besides medical oils) are exempt from duty :—

Animals, printed matter, coal and coke, coats-of-arms, flags, coin of the realm, coconuts, copra, curiosities of the South Sea Islands, cylinders for gas or ammonia, cinema films, seeds, manures, musical instruments, pictures and photographs unframed, rifle club prizes and rifles, postage stamps, official uniforms, vaccine lymph, etc., vegetables and fruit, flour, rice, infants' foods, mosquito netting, sailcloth, common soap, sugar, tinned milk, articles for religious or educational use, personal effects.

Excise and Stamp Duties.

There are no Excise Duties. The only stamp duty is one of 2d. payable under the provisions of Ordinance No. 14 of 1917 on every receipt (other than a receipt issued by or to Government) for a sum exceeding forty shillings.

Hut Tax or Poll Tax.

There is no hut tax or poll tax. There is a capitation tax of £10 per annum on non-natives, and a tax on landowners, payable in copra.

XVI.—MISSIONS.

There are two Missions established in the Colony, the London Missionary Society (Congregationalist) and the Sacred Heart Mission (Catholic).

The headquarters of the London Missionary Society in the Gilbert Group are at Rongorongo, Beru, where a central training school for native pastors and a printing press are established. A European staff of three ministers assisted by their wives and two other ladies carry on the work of the Group. The living and housing conditions maintained at Rongorongo, both for natives and Europeans, reach a standard of comfort unequalled elsewhere in the Group.

The Ellice Islands come within the sphere of operations of the Samoa Branch of the London Missionary Society. There is no Catholic Mission in the Ellice Group.

The official headquarters of the Sacred Heart Mission are at present at Tarawa, but the Mission's printing press and central training school are situated in the neighbouring island of Abaiang. A staff of over 50 priests, sisters, and lay brothers is distributed over the Gilbert Group.

About 52 per cent of the natives of the Gilbert Group are adherents to the London Missionary Society and about 42 per cent are adherents to the Sacred Heart Mission ; the remaining 6 per cent class themselves as " pagans." All the natives of the Ellice Group are adherents to the London Missionary Society.

Ocean Island, where most of the European population of the Colony is concentrated, is visited once a year by a Church of England minister from Australia, who remains in residence for about a month. The European Missionary of the London Missionary Society who resides at Nauru also visits Ocean Island once a year and conducts services for Europeans during his stay on the island.

XVII.—LANDS.

The native method of land-tenure may be described as a compromise between the communal and individual systems. In theory a landowner has only a life interest in the property, but in practice he is allowed by custom to exercise a reasonable initiative in the alienation of portions of his lands to relatives outside the immediate circle of his next-of-kin.

Most of the land in the Gilbert Group is needed for the support of the native population, but there is much spare coconut-producing land in the Ellice Islands, where many tons of copra are annually wasted. A real benefit would be conferred upon the native if these spare lands could be worked on behalf of the owners upon a profit-sharing basis.

Under existing legislation—Native Lands Ordinance No. 18 of 1917—no sale of native lands to non-natives is permitted, and no lease may be granted for a longer period than 99 years, nor for any one parcel of land in any one island of greater extent than five acres without the approval of the High Commissioner.

A Native Lands Commission was constituted by Ordinance No. 8 of 1922 to determine questions of ownership and to establish new land registers. By Ordinance No. 2 of 1927 the Resident Commissioner was enabled to perform the duties of Lands Commissioner, his appellate functions under the earlier Ordinance being transferred to the High Commissioner.

The purchase value of good coconut-bearing land in the Gilbert and Ellice Groups, as between native and native, has fixed itself by custom at £12 per acre. If, however, a European wishes to lease land and have the use of the produce of the trees, the rental rate is assessed at about £3 per acre on the basis of an average copra yield of eight cwt. per acre. On Ocean Island special values obtain as phosphate deposits are taken into consideration.

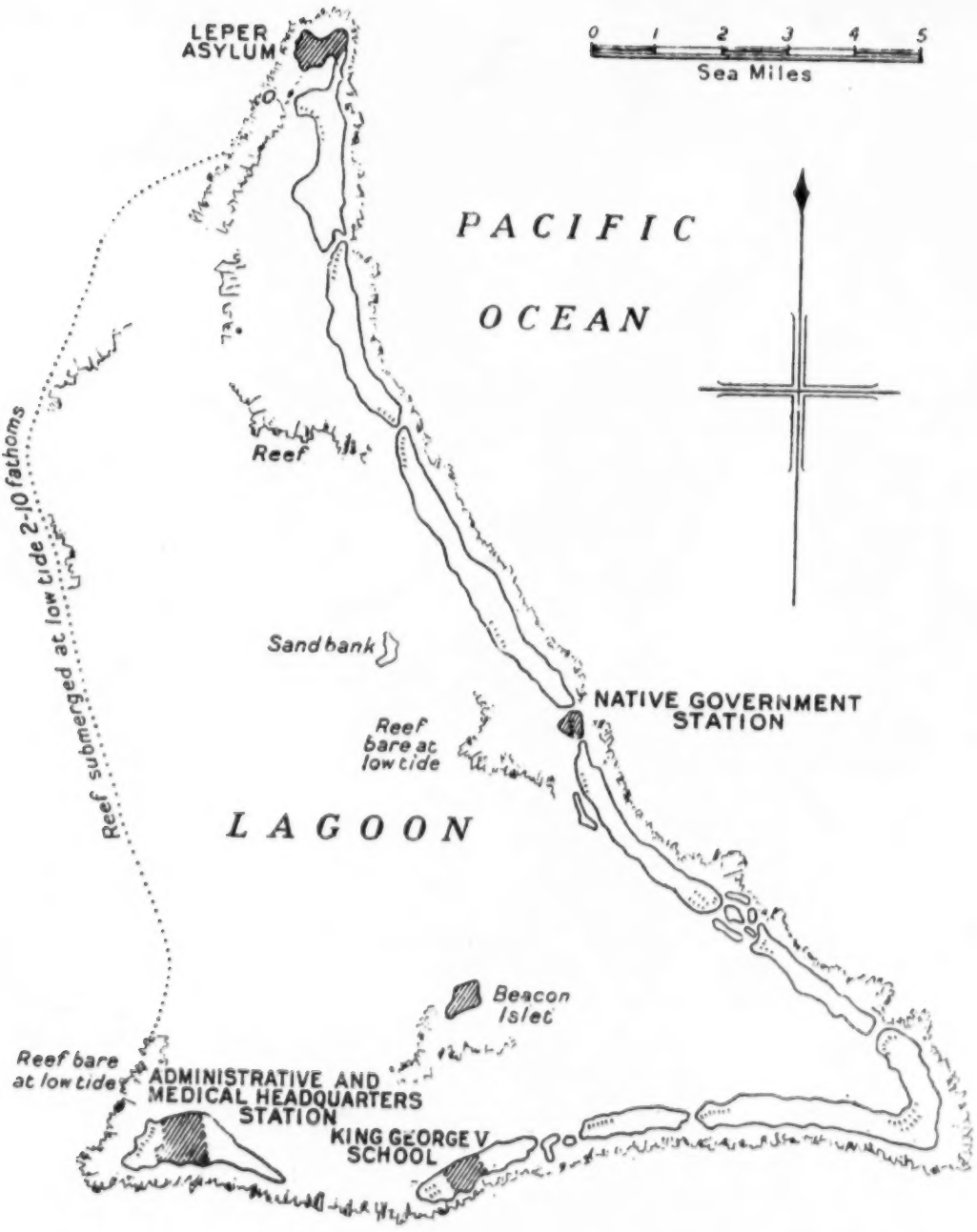
The lands on Fanning, Washington, and Christmas Islands are in the hands of private companies and are not at present available for lease or purchase in sub-divided areas.

XVIII.—MISCELLANEOUS.

Although the climate is excellent and malaria is non-existent, living conditions for Europeans in the Gilbert and Ellice Groups are, on the whole, bad. The sandy soil affords no grazing for sheep or cattle, or even goats ; there is thus no fresh milk, butter, or meat.

Fresh fruit and green vegetables are also unknown. Imported poultry can be successfully reared, and fish is abundant, but much tinned food must be used, which causes both waste and expense. Gastric and intestinal conditions are the common local result of insufficient and improper nutrition.

For sporting purposes, there is no fishing ground in the world that excels the waters of the Gilbert Islands. In addition to the sharks (grey-nurse, tiger, and hammerhead) running up to 1,000 lb. weight, and the spearfish, which sometimes touch 600 lb., the deep water around the islands teems with giant ray, barracuda, cero, bonito, and trevally. The trevally is particularly in evidence, and sometimes turns the scale at over 120 lb.



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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE

GILBERT AND ELLICE ISLANDS COLONY

Report for Period 1st July, 1931—30th June, 1932

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I.—GEOGRAPHY, CLIMATE, AND HISTORY.

The twenty-five islands of the Gilbert and Ellice Groups form a chain of coral atolls in mid-Pacific, cut by the Equator and lying close against the 180th meridian of longitude.

Beside these two Groups the Colony contains Ocean Island, some 250 miles to westward, and Fanning, Washington, and Christmas Islands, some 1,800 miles to eastward, of the Gilbert Group. The various components of the Colony are so scattered that a rectangle of a million square miles of ocean would not contain them all; and yet their aggregate area amounts to less than 200 square miles of land.

Geologically speaking, Ocean Island stands alone in the Colony, being an island of the "upheaved" type: its highest point is 280 feet above sea-level. This island, which is the Colony headquarters, is 1,500 acres in extent and possesses large deposits of phosphate of lime. All the other islands belong to the Central Pacific "area of subsidence," having been formed by the upward growth of coral around the flanks of mountains long since submerged. There is no island which rises as much as 15 feet above sea-level, or exceeds in width five furlongs from beach to beach. The atolls are mere ribbons of land from five to fifty miles long, enclosing lagoons in most cases, and topped with a soil so sandy that it will support no useful plant save the coconut, the pandanus palm and coarse edible tubers of the taro (*calladium*) and babai (*alocasia indica*) families laboriously cultivated by the native.

The language of the Ellice Islands may be regarded as a dialect of Samoan; that of the Gilbert Islands is entirely different from the Ellice speech, and shows a strong relationship to certain dialects of the Melanesian area. No "pidgin" English is used in the Colony. Conversation is carried on either in plain English or the native tongue. The native languages are almost universally used, as only a few natives understand any language but their own. The Ellice Islanders converse among themselves in the Ellice dialect, but conduct church services, and write, in Samoan.

The Gilbertese of to-day are the descendants of a small, black-skinned people who, in about the third century of our era, suffered and absorbed an invasion by a large, tawny race of Samoan type. The Ellice Islanders are an offshoot of pure Samoan stock, who settled in the Group during the sixteenth century. There are no aboriginal inhabitants of Fanning, Washington, or Christmas Islands.

The climate is warm but not humid, and is tempered by the trade winds. The nights are cool for equatorial regions. The Colony is free from malaria and fevers of the typhoid group. In normal seasons the annual rainfall ranges from about 50 inches in the vicinity of the Equator to about 100 inches in the Northern Gilberts and 150 inches in the Southern Ellice Islands. In normal seasons the wettest months are December, January, and February, while the months with least rainfall are September and October. Ocean Island and the Gilbert Group are subject to drought. Fanning

Island and the Southern Ellice Islands appear to be outside the area where drought conditions may be expected. Occasional west to north-west gales occur between October and March but the wind does not reach hurricane force. The Colony lies between the northern and southern equatorial hurricane belts.

The Gilbert Group was discovered, piecemeal, by British Naval officers between 1765 and 1824; the Ellice Group, between 1781 and 1819. The first known white trader came to the Gilberts in 1837, and was responsible for the introduction of rum and guns to the natives of Tarawa. By 1846, when Commodore Wilkes of the United States Navy visited the Gilbert and Ellice Islands, not a few beachcombers and traders had established themselves in both Groups. This was a period of great violence, when native factions were incited and actually led to battle by fugitives from the prisons of civilization, and the native name for the white man was "The Killer."

In 1856 the first missionary, Hiram Bingham, of the American (Boston) Board of Foreign Missions, preached Christianity in the Gilbert Islands. Between the 'fifties and the early 'nineties of last century, the Ellice Group became the happy hunting ground of the "black birders," who kidnapped thousands of natives for forced labour in the coffee plantations of Central America, and also introduced measles to the race. By these two evils the race was reduced from over 20,000 souls to under 3,000.

In 1892 the two Groups were proclaimed a British Protectorate by Captain H. M. Davis, of H.M.S. *Royalist*. The jurisdiction of the Resident Commissioner of the Protectorate was extended to Ocean Island by a Proclamation of 1900. At the expressed desire of the natives both Groups were annexed to His Majesty's dominions by an Order in Council of the 10th November, 1915, and were known as the Gilbert and Ellice Islands Colony as from the 12th January, 1916.

Ocean Island, of which the inhabitants are closely related to the Gilbertese, was included within the boundaries of the Colony by an Order in Council of the 27th January, 1916, which came into operation on the 3rd April following. By the same Order, Fanning and Washington Islands were also made part of the Colony, while Christmas Island was included by an Order which took effect from the 10th November, 1916.

The Union Group (3 islands) lying about 250 miles north of Samoa was made part of the Colony by Order in Council of the 29th February, 1916, and subsequently excluded and placed under the jurisdiction of the Governor-General in Council of the Dominion of New Zealand. The Orders in Council effecting this change were dated the 4th of November, 1926.

II.—GOVERNMENT.

The Colony is under the charge of a Resident Commissioner who resides at Ocean Island, which is the Colony headquarters, and who is responsible to the High Commissioner for the Western Pacific who resides in Fiji. There is no Executive or Legislative Council. The Ordinances are enacted by the High Commissioner under the provisions of the Pacific Order in Council, 1893.

The Colony is sub-divided into five administrative districts each under the charge of a European officer who is responsible to the Resident Commissioner. The headquarters of these districts are at Tarawa, Butaritari and Beru in the Gilbert Group, Funafuti in the Ellice Group, and at Fanning Island.

Much of the work of administration is done by the natives themselves. Each island which has an indigenous population has its own native Government, constituted under the provisions of the Native Laws Ordinance, 1917, and presided over by a native Magistrate whose duties include the administration of the native laws and regulations, and the supervision of the island police, prisoners and prisons. The native Government maintains law and order under the general supervision of the European Administrative Officer of the district of which the island forms part. Each village is in charge of one or more local headmen according to its size and situation. The Magistrate in session with village headmen constitutes a monthly Court. On him falls the greater bulk of the executive work and responsibility and, except during the few days in each month when the native Court is in session, it is he who exercises general control, issues instructions, and decides questions on matters affecting the people as a whole. On each island also is a native Scribe who collects licence fees, fines, and tax copra from the natives, keeps records of Government cash received and disbursed, births, marriages, deaths, rainfall, shipping, and minutes of native Court proceedings, in prescribed books. He is also the local Postmaster. The population of 30,000 souls represents the largest body of natives under close and complete administration within the limits of the Western Pacific High Commission. The system of local government by native bodies under the supervision of European officers has reached a more advanced stage than elsewhere in the Pacific, and the day is in sight when it may become possible to allot even greater responsibilities to indigenous assemblies. The ultimate end in view is that the Gilbertese and Ellice peoples may learn to govern themselves.

III.—POPULATION.

The population of the Colony on 30th June, 1932, based on the returns received from the various districts, was 33,685, comprising 33,036 natives, 398 Chinese, and 251 Europeans. The population of Ocean Island of 2,267 was made up of 591 Banabans, 1,063 Gilbert and Ellice Islanders (including their wives and families).

115 Police (including their wives and families), 372 Chinese, and 126 Europeans. The distribution of the population throughout the Colony and the incidence of native births and deaths were as follows :—

	Population.				Native.	
	Natives.	*Europeans.*	*Chinese.*	*Total.*	*Births.*	*Deaths.*
Ocean Island :—						
Total	1,769	126	372	2,267	65	45
Gilbert Islands :—						
Little Makin ...	734	1	1	736	30	18
Butaritari	1,685	14	10	1,709	69	33
Marakei	1,675	6	—	1,681	58	26
Abaiang	2,621	5	1	2,627	75	40
Tarawa	2,981	29	1	3,011	80	73
Maiana	1,431	1	1	1,433	50	23
Kuria	280	1	—	281	1	3
Aranuka	301	1	—	302	16	6
Abemama	906	2	3	911	46	28
Nonouti	2,268	4	1	2,273	73	55
Tabiteuea	3,742	5	1	3,748	137	96
Beru	2,254	11	1	2,266	86	61
Nikunau	1,672	4	—	1,676	72	70
Onotoa	1,650	—	1	1,651	94	82
Tamana	1,011	—	—	1,011	45	22
Arorae	1,484	—	—	1,484	72	39
Total	26,695	84	21	26,800	1,004	675
Ellice Islands :—						
Nanumea ...	879	—	—	879	23	12
Nanumanga ...	444	—	—	444	19	9
Niutao	635	—	—	635	31	22
Nui	425	—	—	425	16	8
Vaitupu	647	—	—	647	29	15
Nukufetau ...	385	—	—	385	16	5
Funafuti	414	3	—	417	8	4
Nukulaelae... ...	216	—	—	216	7	3
Niulakita	40	—	—	40	No record.	
Total	4,085	3	—	4,088	149	78
Fanning Island ...	274	29	5	308	6	4
Washington Island ...	180	4	—	184	3	—
Christmas Island ...	33	5	—	38	No record.	
Total	487	38	5	530	9	4
Colony Totals ...	33,036	251	398	33,685	1,227	802

The population has for the last few years been showing a steady increase, which shows every prospect of being maintained.

The number of marriages celebrated during the year in the Colony was as follows :—

Natives	...	343
Europeans	...	2
Asiatics	...	—

There are no figures available for infantile mortality.

IV.—HEALTH.

The headquarters of the Medical Department are at Tarawa, Gilbert Islands, where the Senior Medical Officer is stationed. The medical service stationed in the Gilbert and Ellice Groups consists of three European medical officers, five native medical practitioners, graduates of the Central Medical School, Fiji, and fifty hospital orderlies, trainees of the local main hospitals. At Ocean Island one of the two medical officers in the service of the British Phosphate Commissioners is also the Government Medical Officer. At Fanning Island the medical officer in the service of Fanning Island Limited is also the Government Medical Officer. The main hospitals in the Gilbert and Ellice Groups are the Central Hospital at Tarawa and the Colonial Hospital at Funafuti respectively, where European medical officers are stationed and to which are sent the more serious cases of sickness and surgical conditions that are in need of greater and more extensive treatment than can be given in the out-station hospitals. On all islands of the two Groups, there is a small native hospital with a native hospital orderly in charge, who has medicines, drugs, and dressings, and a few instruments for dealing with minor surgical conditions and accident wounds and bruises. Each orderly is also trained in the intravenous method of administering "Salvarsan" compounds in the treatment of yaws. At Tarawa there is a Mental Asylum, and also a Leper Asylum. At Ocean Island, Fanning Island, and Washington Island there are hospitals controlled and staffed by the industrial companies concerned.

Malaria does not exist in these islands, the anopheline mosquito being absent. Of mosquito-borne disease, filariasis, with resulting elephantiasis, is very prevalent in the Ellice Islands; the mosquitoes responsible for the spread of this disease exist also in the Gilberts, but travelling restrictions have had the effect of keeping the disease almost entirely out of the Gilbert Group.

Hookworm infection exhibits a high rate of incidence in the Ellices, whilst the opposite is the position in the Gilberts. Typhoid disorders are of infrequent occurrence.

Yaws is a universal disease in all the islands. Its greatest manifestation is fissuring of the soles of the feet. There is a growing feeling that it is one of the main predisposing factors in tuberculosis. Large numbers of injections of the arsenical compounds have been and continue to be given for the relief of yaws and it is hoped that in the course of a few years this disease will be under control and that it will become as infrequent as it is now common.

Tuberculosis is by far the largest death-dealing sickness seen here. Whilst yaws is responsible for a constitutional weakness and a racial lack of resistance, it is probable that these is a dearth of essential vitamins in the food supply.

Influenza is of frequent occurrence in mild epidemic form. Impetigo and scabies are common skin diseases, whilst catarrhal conjunctivitis is also prevalent; that these conditions are so common is due to careless disregard by natives of infection and contagion.

The number of lepers is not great and these receive treatment at the Leper Asylum. All types of the disease are seen and most cases are advanced when first seen.

Although the climate is excellent and malaria is non-existent, living conditions for Europeans in the Gilbert and Ellice Groups are on the whole bad. The sandy soil affords no grazing for sheep or cattle, or even goats; there is thus no fresh milk, butter, or meat. Fresh fruit and green vegetables are also unknown. Imported poultry can be successfully reared, and fish is abundant, but much tinned food must be used, which causes both waste and expense. Gastric and intestinal conditions are the common local result of insufficient and improper nutrition.

V.—HOUSING.

Europeans in the service of the Government and industrial and trading firms in the Colony are provided with separate houses of the bungalow type which, with few exceptions, are built with European materials.

The Chinese labourers employed on Ocean Island by the British Phosphate Commissioners are housed in their own location, the construction of which was completed during 1930. The location contains dwellings, mess rooms, bath rooms and offices, and a spacious recreation room. The work is carried out in reinforced concrete and fibrolite, and the roofs are fibrolite tiled.

The Commissioners' indentured native labour together with the labourers' wives and families are also housed under conditions of cleanliness and comfort. The houses of the married quarters are built with a timber frame and floor, while the roofs are fibrolite tiled. The houses are partitioned medially, and each is provided with a kitchen wherein each family may cook its own food. The whole structure is raised some two feet above the ground on concrete piles.

The houses of the unmarried quarters vary in character. Some are concrete houses with fibrolite tiled roofs, while others have a timber structure with concrete floors and galvanized iron roofs. The unmarried labourers eat in a communal mess-room.

Adequate sanitary arrangements are provided. The buildings in which the Chinese and native indentured labour are installed are owned by the British Phosphate Commissioners. The buildings are maintained in a good state of repair and, during the year under review further buildings were erected by the British Phosphate Commissioners for housing their indentured native labour. Twenty-five additional houses, each holding two families, were erected for the married labour, and six additional houses each accommodating fourteen single persons were built for the single labourers. The latter were built of reinforced concrete. In addition to these new erections, and owing to the decrease in the number of Chinese mechanics employed by the British Phosphate Commissioners, certain of the quarters previously used for housing the Chinese were converted for use as quarters for unmarried native labourers. Ten houses in the single native location were renovated and re-conditioned.

Certain structural improvements were also carried out at the native hospital; the building of a new ward for infectious cases was completed in March, 1932, and further sanitary accommodation and new quarters for two native hospital orderlies were built. Four new concrete cisterns for the storage of fresh water, each capable of holding 84,000 gallons, were also erected. Certain of the existing native wards were also re-conditioned during the period under review. At the Chinese hospital certain structural improvements were effected in the sanitary and messing accommodation.

A monthly inspection of these buildings is carried out by the Medical Officer, Ocean Island, the Officer in Charge of Constabulary, Ocean Island, and the Manager of the British Phosphate Commissioners, and in this way defects are noted, complaints received and rectified, and a high standard of housing conditions prevails.

All houses occupied by Europeans and Chinese, and the Chinese and indentured native locations, are lighted by electricity.

The Banabans (natives of Ocean Island) are not indentured, and live in their own native villages.

The Police lines at Ocean Island are at present being re-constructed.

At Fanning Island the indentured labourers are Gilbertese and are housed in suitable buildings constructed with European materials. These buildings are inspected by the Administrative Officer and the Medical Officer stationed at the Island.

In the Gilbert and Ellice Groups the native employees of the Government and trading firms are provided with buildings, out-houses, etc., similar in every respect to those in the native villages.

King's Regulation No. 1 of 1915 provides that no dwelling which, in the opinion of the Resident Commissioner or certain other officers mentioned therein, is unfit for habitation shall be assigned to any labourer. In addition to Sections 33 to 36 inclusive of the Regulation mentioned, the Gilbert and Ellice Public Health Ordinance No. 8 of 1926 provides for the enforcement of sanitary laws.

VI.—PRODUCTION.

The principal products of the Colony are phosphate of lime obtained at Ocean Island, and copra from all the other islands. A small quantity of shark fins and native mats, hats, baskets, and curios also make up the list of exportable products.

Phosphate of lime.—The most important product is the phosphate of lime mined on Ocean Island by the British Phosphate Commissioners. The deposits of the mineral on Ocean Island and the neighbouring island of Nauru (also worked by the British Phosphate Commissioners) give a higher phosphoric acid reaction than those of any other known area. All the phosphate mined is exported.

The quantities and values of phosphate exported during the six years ended 30th June, 1932, are shown in the following table :—

Year.	*Tons.*	*Rate per Ton.*	*Value.*
		£ s. d.	£ s. d.
1926–27	258,775	1 7 6	355,815 12 6
1927–28	190,507	1 6 0	247,659 2 0
1928–29	233,820	1 5 0	292,275 0 0
1929–30	207,863	1 5 0	259,828 15 0
1930–31	145,122	1 2 0	159,634 4 0
1931–32	142,200	1 7 0	191,970 0 0

New machinery is being installed to enable the output to be increased. The work of providing a totally new drying plant for the phosphate industry was commenced late in 1929 and the buildings were practically complete by the end of June, 1932. The Europeans employed by the British Phosphate Commissioners are engaged in the United Kingdom or Australia for limited periods according to the nature of their respective duties. They are provided with free partly-furnished quarters. The Chinese are obtained from Hong Kong and sign a three years' agreement. They are not accompanied by their womenfolk. The Gilbertese labourers are recruited under the provisions of King's Regulation No. 1 of 1915 and amending ordinances. Their term of service is eighteen months and one-third of their number are accompanied by their wives and a limited number of children. The Chinese and Gilbertese recruited labour are provided with free quarters and rations. The Banabans although in regular employment are classed as casual labourers and live in their own villages.

Copra is the product of all islands in the Colony except Ocean Island. At Fanning and Washington Islands, Gilbertese recruited labour is employed for the purpose of planting the lands and making copra. Their term of service is three years but by mutual consent

the term may be extended to four years. Tahitian labour is employed at Christmas Island. In the Gilbert and Ellice Groups all coconut plantations are in the hands of natives. The coconut plantations are not cultivated, and the copra represents the coconuts in excess of what is required by the natives for domestic consumption. The Gilbert and Ellice Groups have no other industry on which to fall back should the demand for copra cease.

The quantities and values of copra exported during the six years ended 30th June, 1932, are shown in the following table : —

Year.	*Tons.*	*Value.*
		£
1926–27	2,544	39,341
1927–28	4,698	64,833
1928–29	4,122	55,657
1929–30	5,465	83,691
1930–31	6,548	65,480
1931–32	6,715	67,150

The extremely low figure for 1926–27 was due to a severe drought of the kind which periodically visits the Gilbert Group.

Mat-making.—The mats woven by native women of pandanus leaf are among the finest in the Pacific. The Gilbertese mats depend upon texture and finish for their appeal ; those made in the Ellice Islands are less finely plaited, but are decorated with woven designs of striking colour. *Hats* of a texture and durability equal to the best Panama are also produced, and can be made to any size or shape, if blocks be supplied. *Fans* are manufactured of prepared leaf and coloured feathers. *Baskets* and *bags* of beautiful design and workmanship can be made to any pattern. There is no limit to the ingenuity of the native women in the manufacture of fine plaited articles. If a market for these products were available, it would be easy to organize a local industry.

Pearl shell exists in the lagoon of Christmas Island, but the lessees (Central Pacific Coconut Plantations, Limited) do not pay much attention to the export of this commodity. Shell has also been found in Onotoa Lagoon (Southern Gilberts), but cannot be worked by naked diving, owing to the presence of a ferocious type of eel, which has been responsible for a considerable loss of life among natives.

Fisheries.—The Colony would form a convenient headquarters for a fish-oil industry. The celebrated palu, or castor-oil fish, abounds in the Ellice Group. The shark, sailfish, and porpoise are plentiful everywhere.

VII.—COMMERCE.

Details of the goods imported during the financial year ended 30th June, 1932, are as follows :—

General Description	*Value.* £
Anchors and chains	442
Benzine	1,556
Building material	3,658
Bicycles	460
Apparel	8,754
Explosives	1,200
Hardware	4,366
Iron	2,713
Jewellery	183
Kerosene	2,011
Machinery	12,313
Oils	1,485
Perfumery	569
Photographic materials	156
Provisions	36,592
Spirits, wines, fermented liquors	2,579
Tobacco	6,484
Wire rope	44
Miscellaneous	28,946
	£114,511

The gross value of imports and the gross values and tonnage of exports for the five years ended 30th June, 1932, were respectively as follows :

Year.	*Imports.* £	*Exports.* *Value.* £	*Tonnage.*
1927–28	150,271	312,834	195,224
1928–29	190,436	348,272	237,942
1929–30	148,779	351,496	213,328
1930–31	194,425	253,344	156,563
1931–32	114,511	259,120	148,915

Most of the imported goods are shipped out of Australian ports and are produced in the United Kingdom and Australia. The balance comes from New Zealand, America, Japan, and China. Most of the goods brought to Ocean Island arrive in British ships, but the goods brought direct to other parts of the Colony arrive mainly in foreign ships.

Nearly all the phosphate of lime is exported to Australia and New Zealand and is carried mainly in British ships. The balance is shipped to Japan by Japanese vessels.

All the copra produced in the Colony is exported to America and Japan and nearly all of it is carried away in foreign vessels. The low price of copra in the world's markets made it still necessary for copra sacks to be admitted free of duty, and the export duty to be maintained at the reduced rate of 10s. per ton.

The increase in the output of copra was still maintained, and this was probably due in no small part to the inauguration of native Co-operative Trading Societies in the Gilbert Islands, and especially in the Southern Gilberts. During the year the price paid to the native for copra in bulk was put on the same basis as that paid to the trader. This was brought about by taking a mean between the prices paid to the native and the trader, and was fixed at £6 5s. 0d. per ton.

VIII.—WAGES AND COST OF LIVING.

Europeans.—Europeans in the service of the Government and industrial and trading concerns are provided with free partly furnished quarters. Unmarried employees of the British Phosphate Commissioners receive free board, lodging, and laundry. All houses on Ocean Island are lighted by electricity which is supplied free to employees of the Commissioners; other Europeans pay for the service. With economy a married couple can live on about £27 a month and a bachelor on about £18 to £20 a month. These amounts do not include clothing, luxuries, and entertainment expenses.

Chinese.—Chinese mechanics employed on Ocean Island receive an average wage of £5 10s. 0d. per month, and coolie labour £2 per month, with rations, quarters, and lighting in both cases.

Natives.—On Ocean Island native labourers employed by the British Phosphate Commissioners under contract receive £1 12s. 0d. a month with rations, quarters, and lighting, and a bonus of 8s. a month for satisfactory work. Casual labourers receive 4s. a day without rations or quarters. In other parts of the Colony the wages vary according to the locality in which employed and the nature of the employment. Labour employed under signed contract is paid from £1 a month with quarters and rations to £5 a month without rations. Casual labourers receive from 2s. to 5s. a day. Native employees of the Government receive from £12 to £200 per annum with rations (or an allowance in lieu) and quarters.

General.—Where rations are issued they are on a liberal scale. All working tools are provided by the employer. No labourer is required to work for more than 9 hours a day with a maximum of 50 hours a week. Only those engaged on necessary services are required to work on Sunday. A capitation tax of £10 per annum is payable in respect of each non-native employed in the Colony. Although the individual is liable it is the practice for the employer to pay the tax.

IX.—EDUCATION AND WELFARE INSTITUTIONS.

Education in the Colony dates back to 1860, soon after the arrival in the Northern Gilberts of that distinguished Missionary, Hiram Bingham, and educational history is identified mainly with mission endeavour. Other mission bodies followed the Boston Missionary Board under whose auspices Bingham worked. The London Missionary Society started schools in the Ellice Group in 1865 and in the Southern Gilberts in 1870, and the Mission of the Sacred Heart followed in the Central Gilberts in 1889. Until 1900 the native pastors and teachers employed were mostly of foreign race, being generally Hawaiians and Samoans.

In that year a fair but inadequate number of schools were in existence. The Missions at this time overhauled their respective systems regarding the supply of teachers, and training institutions within the Colony were established for pastors and teachers. As a consequence teachers of local race became available for work in village schools, and a large increase in the number of such schools followed. In the Ellice Group, however, the former practice of drawing teachers from Samoa was maintained. By the year 1920 there were teachers in almost every village of the two Groups and of Ocean Island. No schools have ever been started in that distant component of the Colony, the Fanning Group, owing to the absence of an aboriginal population.

Grants-in-aid to mission-training schools were given for the first time in 1914, and were established in 1917–18. With some increases, they have been maintained to the present time. Government assistance to village education began in 1930, with the training of mission teachers at the King George V School, Tarawa, under a scheme of co-operation between the Missions and the Government for the improvement of village education. The Government bears the whole cost of training the native teachers on condition that they are posted to village schools and work to an approved syllabus. It is also a condition that the improved schools shall be open to inspection by Government inspectors who will award marks by which grants for efficiency are to be determined. During the year under review equipment grants were made on the opening of the first ten improved schools.

Expenditure on education in 1919-20 amounted to £500 only, this sum being the grants-in-aid to mission-training schools. During the next year, on the foundation of an Education Department, expenditure rose to over £5,000. It then declined considerably, but on the extension of the educational scheme rose again. In 1931–32 it amounted to £5,076, which sum represented 6·4 per cent. of the Colonial expenditure. The subsidies to village education will result in progressively increased expenditure during the coming years.

The foundation of a Colonial Education Department occurred in the year 1920, but as early as 1898, a localized venture to set up Government schools on five islands of the Central Gilberts met with initial success and then failure. The scheme of education formulated in 1920 had for its principal object the training of boys at a central school in the Gilberts for service in the Administrative and Medical Departments as interpreters, clerks, native medical practitioners, dressers, etc. A part of the scheme was the general education of native boys (Banabans) on Ocean Island where a common fund was available for this purpose, and later the inclusion of a school for the Ellice Group, where the islanders were prepared to pay a part of the cost of its establishment. Three Government schools thus came into being, the Banaban School at Ocean Island in 1920, the King George V School at Tarawa in 1922, and the Ellice Islands School at Vaitupu in 1924. Some years after, in 1929, a European school was opened at Ocean Island for the benefit of the white community in the Colony.

In recent years it became apparent that the Government's policy regarding the building up of a native service had been realized, and that absorption of educated boys into Government departments could not be maintained. Accordingly, the number of boys in receipt of superior education was considerably reduced, and the main educational aim directed towards village education, where the Missions were finding difficulty in effecting essential improvements. In conformity with this change of aim, the King George V School at Tarawa became a teacher-training centre, but continuing with the education of a small number of Group boys and the senior Banaban boys. For the Banabans, no change was necessary, the highly Europeanized conditions established by the phosphate industry providing sufficient outlet for educated boys ; and an amalgamation arrangement whereby the senior Banaban boys completed their education at the King George V School was not amended. In the case of the Ellice Islands School considerable changes occurred during the year under review. The European headmaster has been withdrawn and the school becomes a model native school serving as an example for imitation, and possible of imitation, by village schools.

The unique insular distribution of the Colony and the attenuated form of most of the atolls renders a comparatively excessive number of small schools necessary. Although the total population of the two races is about 33,000, over 200 village schools are established in order that every village should have educational facilities. In addition, exclusive of the four Government Schools, nearly 20 boarding schools are working. These statements indicate the progress made towards elimination of illiteracy. They also indicate the size and difficulty of the task before the Education Department, that of the improvement of village education by the training of teachers, so that not only will illiteracy be combated but also ignorance of those factors that contribute to the general welfare of the community.

X.—COMMUNICATIONS AND TRANSPORT.

Shipping.

The following is a summary of the vessels which called at Ocean Island and Tarawa (Gilbert Islands) during the year ended 30th June, 1932 :—

From	*Ocean Island.*	*Tarawa.*
Australia	17	4
Nauru	12	—
New Zealand	3	—
Japan	7	—
China	3	—
Singapore	1	—
Honolulu	1	—
Samoa	1	—
Gilbert Islands	2	53
Ocean Island	—	6
Marshall Islands	—	3
	47	66

The Australian port of call and departure for Ocean Island is generally Melbourne, but phosphate vessels occasionally sail out of Sydney and Newcastle also. A few sailings each year are made to and from New Zealand.

The distributing centre for mails in the Gilbert and Ellice Groups is Tarawa, which is connected direct with Australia by the irregular visits of vessels chartered by Messrs. Burns Philp and Company for the purpose of exporting copra.

Communication between both the Gilbert and Ellice Groups and Colony headquarters at Ocean Island is maintained by the Government vessel, the *Nimanoa*. This vessel makes regular trips between Ocean Island and Tarawa, for the carriage of passengers and mails to and from the Gilbert Group, and two or three complete tours of the Colony in the course of each year.

Inter-insular communication within the two Groups is also maintained by two small craft engaged in the local copra trade on behalf of Messrs. Burns Philp (South Sea) Company, and Messrs. On Chong and Company. The Gilbert Islands are connected with Fanning Island by annual visits of a vessel of Fanning Island Limited. Communication between the Ellice Islands and Fiji is maintained by the London Missionary Society's vessel *John Williams V* which makes two trips a year, and by a warship and the Government vessel *Nimanoa* once a year each.

Roads.

A lagoonside road surfaced with reef mud runs the whole length of every Gilbert and Ellice island. These roads were first made at the instigation of early native missionaries from Hawaii and Samoa. Though not of elaborate construction, they suffice for the needs of the islands, and have a surface good enough for motor bicycle traffic. The frequent breaks in the land, where the ocean connects with the lagoon, nevertheless make motoring difficult. The aggregate length of the island roads is estimated at 300 miles.

Wireless Telegraph.

The Government Wireless Station at Ocean Island maintains a daily public service with all parts of the world, and with shipping. The installation is a 5 K.W. Marconi Rotary Spark. An experimental short-wave transmitter has also been installed. Traffic is cleared through the Suva route and there is an alternative service via Rabaul. Communication with the Gilbert Islands is maintained through the ½ K.W. Spark Set of Messrs. Burns Philp (South Sea) Company at Tarawa, the London Missionary Society's island headquarters at Beru, the Government vessel *Nimanoa*, and the inter-island trading vessels, s.s. *Macquarie* and s.s. *Ralum*. The British Phosphate Commissioners have a ½ K.W. telegraph-telephone set and communicate with their ships (s.s. *Nauru Chief* and s.s. *Triona*) and with the island of Nauru. On Fanning Island which forms an important link in the chain of Empire communications, the Imperial and International Communications, Limited, maintain a wireless and cable station.

There are several amateur wireless enthusiasts throughout the Colony and the initiation of a system of inter-island communication is being developed. An amateur station in the Ellice Group communicates daily with a similar station in Fiji. During the year under review several amateurs conducted experiments and have brought Ocean Island, Funafuti, Tarawa, and Beru into daily wireless communication with each other. This network of wireless communication, introduced by amateurs on their own initiative, is to be commended, and has already been of inestimable value to this Colony, where owing to the scattered nature of the islands, communication is so indifferent.

XI.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

An Agency of the Commonwealth Bank of Australia (Savings Bank Branch) is established on Ocean Island. The rate of interest is 2¾ per cent. per annum on the first £500 at credit each account and 2¼ per cent. per annum on the excess of balance of £500 to £1,000. There are no banks in the Gilbert and Ellice Groups, where

the traders generally have a current account with the principal firms who act as their agents and bankers. Natives may deposit their cash with the Government for safe keeping and may withdraw whatever amounts they may require from any financial officer in any part of the Colony upon personal application and the production of the Pass Book. A few natives of the Ellice Islands have opened accounts with the Government Savings Bank in Fiji.

Currency.

All taxes, duties, fees, fines, and wages are payable in British coin, but the currency commonly used in the Colony is Australian. A system of international money orders is established. Postal Orders of values from 6d. to £1 are issued from Ocean Island only, but are cashed throughout the Colony.

Weights and Measures.

The local use of the standard weights and measures of the United Kingdom is validated by Ordinance No. 10 of 1916.

XII.—PUBLIC WORKS.

The Public Works Department consists of a European Superintendent of Works, who was appointed in 1930, and four native and half-caste carpenters. This staff is assisted, whenever practicable, by prison labour. In the absence of the Superintendent of Works, European officers of the District Administration and the Medical and Education Departments supervise the public works being carried out at their respective stations. The Native Governments supervise the communal works carried out by natives on their respective islands.

Ocean Island.—The reconditioning of the quarters occupied by the native members of the Constabulary was proceeded with, the houses of native materials being replaced by more permanent and hygienic structures built with European materials. The work on the new office, which is being built mainly of concrete, the walls consisting of hollow concrete bricks, was continued. It is hoped that the use of concrete in the construction of Government buildings will, in addition to providing more permanent and fireproof structures, reduce maintenance costs rendered necessary owing to dry rot and borers, thus leaving more money available for new and necessary works. The new office will accommodate the officers of the Treasury, Customs, and Postal Departments.

Owing to the absence of the Superintendent of Works in the Group for seven months of the year under review, and the prevailing

financial stringency, no scheme of public works on a large scale was attempted at Ocean Island.

Gilbert Islands.—No public works of any importance were carried out at Tarawa and Butaritari during the year, though current repairs and improvements of a minor nature were effected. At Beru, new quarters were erected for the Medical Officer, Southern Gilberts. The building was carried out entirely in reinforced concrete, under the supervision of the Superintendent of Works.

Ellice Islands.—At Funafuti the rebuilding of the wharf was completed and current repairs to the station effected.

Under the provisions of the Native Laws Ordinance, 1917, the native authorities are responsible for the good order and cleanliness of the islands and villages thereon, and for ensuring that dwelling and meeting houses, etc., are kept in repair by the natives using them, but beyond that no native is required to work outside his own settlement. The roads, dwellings, and sea walls on every island were kept in proper repair by the respective native communities during the year.

XIII.—JUSTICE, POLICE, AND PRISONS.

Justice.

Civil and criminal jurisdiction is exercised in the Colony by Deputy Commissioners sitting in Courts constituted under the Pacific Orders in Council, 1893, *et seq.* Appeals from these Courts are made to the Supreme Court, Fiji. If, in criminal proceedings, the accused be charged with an offence punishable with death or penal servitude for seven years or more, the Deputy Commissioner's Court has no power to try the case, which must be removed for trial before a Judicial Commissioner. During the year under review, and in pursuance of the provisions of the Pacific Orders in Council, 1893, one case was removed for trial to Suva in September, 1931. The Resident Commissioner of the Colony may be appointed to be a Judicial Commissioner for specific cases.

By far the busiest Police Court in the Colony is that of Ocean Island, before which well over 1,000 charges are heard annually. In the absence of a substantive judicial officer, the Resident Commissioner is obliged to undertake the functions of presiding magistrate in addition to his other duties.

The business of the Ocean Island Court is chiefly connected with the application of the Rules made under King's Regulation No. 1 of 1915 and Ordinance No. 5 of 1923 for the governance of 800 native and 372 Chinese labourers locally employed by the British Phosphate Commissioners.

Statistics of the Court's work for the year 1932 are as follows :—

STATEMENT SHOWING NUMBER OF PERSONS TRIED IN HIGH COMMISSIONER'S COURT FOR THE WESTERN PACIFIC FOR THE YEAR 1932.

OCEAN ISLAND.

Offences.	How tried.		Nationality.		Fines.	Cautioned.		Dismissed.		Imprisoned.		Withdrawn.	
	Sum.	With Ass.	Nat.	Chi.	£ s. d.	Nat.	Chi.	Nat.	Chi.	Nat.	Chi.	Nat.	Chi.
Breach of Regulations	—	—	243	103	86 11 0	3	1	8	—	—	—	—	—
Gambling	—	—	74	—	62 10 0	—	—	3	—	—	—	—	—
Larceny	15	—	4	11	3 15 0	—	—	—	—	4	5	—	—
Aiding and Abetting, Larceny ...	1	—	1	—	—	—	—	—	—	1	—	—	—
Default in payment of fines	—	—	—	8	—	—	—	—	—	—	8	—	—
Assault	9	—	5	4	0 10 0	1	—	1	2	2	1	1	—
Threatening and insulting behaviour	11	—	8	3	6 15 0	—	—	1	—	1	—	3	—
Trespass with intent to annoy female inmate.	1	—	1	—	—	—	—	1	—	—	—	—	—
Smuggling opium	2	—	—	2	—	—	—	—	—	—	2	—	—
Possession of opium smoking utensils	4	—	—	4	—	—	—	—	—	—	4	—	—
Rogue and Vagabond	1	—	—	1	—	—	—	—	—	—	1	—	—
Travelling without a permit	1	—	1	—	—	—	—	—	—	1	—	—	—
Aiding and abetting to travel without a permit.	2	—	2	—	—	—	—	—	—	2	—	—	—
Breach of Gaol Regulations	3	—	—	3	—	—	—	—	—	—	3	—	—
Obstructing Police	5	—	5	—	1 3 0	—	—	1	—	—	—	—	—
Possession of stolen property	5	—	5	—	0 3 0	—	—	3	—	1	—	—	—
Disobeying lawful command of Superior Officer.	1	—	Police 1	—	—	—	—	—	—	1	—	—	—
Total	61	—	350	139	161 7 0	4	1	18	2	13	24	4	—

There are no practising barristers or solicitors in the Colony.

A code of native Laws is administered in the native Courts (consisting of island magistrates and village headmen) under the supervision of Administrative Officers. A European officer has no power to try cases under the native Laws, his function being limited to the review, alteration, and amendment of sentences inflicted by the native Courts. Though the Island magistrates are, on the whole, extraordinarily efficient considering their education, their chief weakness is an imperfect realization of the relative gravity of offences within the same class. The magistrates tend too often to inflict the maximum sentence without regard to mitigating circumstances.

Island Regulations for the good order and cleanliness of the island are enacted by the native Governments under authority of the native Laws. These Regulations have been published in book form in the English, Gilbertese and Samoan languages.

Police.

The Police of the Colony consist of an Armed Constabulary constituted under Ordinance No. 9 of 1916, and a Village Constabulary appointed under the native Laws. The Armed Constabulary is under the command of the Resident Commissioner. A European Officer of Constabulary is stationed at Ocean Island. The non-commissioned officers and men are natives, the authorized strength being 71. The Village Constabulary strength stands at 272 and are supervised by the magistrate of the island on which they are stationed.

Of the 70 non-commissioned officers and men in the Armed Constabulary, 51 are permanently stationed at Ocean Island, where they assist in the maintenance of good relations between the Chinese and native labourers employed by the British Phosphate Commissioners. The majority of the Police stationed at Ocean Island are Ellice Islanders who have proved themselves to be patient, good natured, and intelligent in handling the mixed races of the community. In addition they excel in handling boats through the surf when landing and embarking medical and customs officers, passengers and mails.

In November, 1931, an unfortunate murder took place on the island of Onotoa, in the Southern Gilberts, both the victim and murderess being women of that island, and the motive of the crime jealousy. The murderess was duly sentenced to death by the local native Court (or Bowi) but owing to the strong mitigating features connected with the crime the High Commissioner has since commuted the sentence imposed to one of not more than three years' imprisonment. Crimes committed through jealousy, though common enough during the early years of Government administration, are now happily becoming a feature of the pa[illegible].

Prisons.

There are three Colony gaols for prisoners undergoing sentences of over six months' imprisonment, and a prison on each island of the Groups for short-sentence prisoners. Schedule C of the Gilbert and Ellice Gaol and Prison Ordinance, 1916, lays down that a Government Medical Officer, shall, when in residence, visit the gaol at least three times a week and if practicable visit prisoners in solitary confinement daily. It is also his duty to examine every prisoner on his admission to the gaol and report to the Resident Commissioner any matter which requires attention in view of the medical or sanitary interest of the prisoners. He must render a full report on the death of any prisoner and carry out a post-mortem examination if he so deems it necessary. It is his duty in addition to attend the execution of every capital sentence and every infliction of corporal punishment within the prison.

Prisoners in Colony gaols are, as far as possible, trained in some useful occupation during the period of their imprisonment. By being attached to station carpenters' shops and by being required to help in the construction of boats, houses, stores, etc., they acquire knowledge which they are able to turn to good account after their release from prison. It is a well-known fact locally that a native who has served one or more terms of imprisonment is the best man to employ as a domestic servant.

No air of gloom pervades a Gilbertese or Ellice prison, nor does the fact of being imprisoned carry any social stigma among the natives. While insistence upon punctuality and industry is strictly maintained, there exists no spirit of rancour between prisoners and warders. The rations provided being slightly more abundant than a native is able to afford in his own home, and the disciplines of work, food, and sleep being far more regular than those which he would ordinarily observe, he usually leaves prison a heavier and healthier man than he was at the time of his conviction.

Juvenile offenders.—It has not been found necessary to establish a system of treatment of juvenile offenders. The social and moral codes of the natives and the control exercised by the missions, educational establishments, and village headmen are such that on the very few occasions that a juvenile does come before a Court, it is for some trivial offence for which a warning suffices.

Payment of fines.—The Court almost invariably gives an offender a reasonable time to pay a fine imposed, if satisfied that the fine cannot be paid immediately but will be paid if time is allowed. The time allowed varies according to the circumstances of the case and the nature of the offence. An offender who defaults and is imprisoned is released on payment of a proportion of the fine equivalent to the unexpired portion of his term of imprisonment.

XIV.—LEGISLATION.

The following Ordinances were enacted during the official year 1st July, 1931—30th June, 1932 :—

No. 4 of 1931.—To amend the Gilbert and Ellice (Customs) Regulation, 1912.

No. 5 of 1931.—To carry out certain Conventions relating to the employment of women, young persons and children.

No. 1 of 1932.—To amend the Gilbert and Ellice Islands (Labour) Regulation of 1915.

No. 2 of 1932.—To amend the Pensions Ordinance, 1929.

No. 3 of 1932.—To amend the Native Medical Practitioners Ordinance, 1930.

Subsidiary Legislation.

The following Proclamations were issued by the High Commissioner during the period under review :—

No. 18 of 1931.—Increasing the Customs Import Duty on certain articles.

No. 3 of 1932.—Prohibiting the import of certain arms into the Colony.

The following Proclamations were issued by the Resident Commissioner :—

7th April, 1932.—Imposing a tax of copra on the landowners of the Gilbert and Ellice Groups.

Revised Regulations concerning travelling and subsistence allowances were issued by the High Commissioner on the 24th May, 1932.

There were no Regulations made by the Resident Commissioner during the period under review.

There is no factory legislation in the Colony, no legislation dealing with compensation for accidents, nor legislative provision for old age ; but under section 40 of King's Regulation No. 1 of 1915 and paragraphs 13 to 15 of the Schedule to the Employees Control Ordinance No. 9 of 1929, provision is made for the treatment of sickness amongst labour. All employees of the Government, the British Phosphate Commissioners, and trading firms receive free medical treatment.

XV.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The totals of revenue and expenditure of the Colony for the last seven years were as follows :—

	Revenue.			*Expenditure.*		
	£	s.	d.	£	s.	d.
1925–26	51,697	1	10	40,610	1	1
1926–27	52,925	1	5	44,869	13	5
1927–28	71,964	16	1	45,632	9	6
1928–29	73,712	1	3	60,595	0	9
1929–30	67,105	11	7	59,324	3	5
1930–31	63,704	16	10	61,453	14	2
1931–32	49,110	10	9	53,946	11	10

Revenue.

The following are the details of revenue for the periods 1929–30 to 1931–32 :—

	1929–30.			*1930–31.*			*1931–32.*		
	£	s.	d.	£	s.	d.	£	s.	d.
Customs Duties	28,717	5	8	28,717	9	2	19,285	19	11
Native taxes, etc. ...	7,660	17	6	4,949	9	6	5,248	14	10
Licences, etc.	14,560	11	7	13,419	7	1	10,548	17	8
Fees of Court, etc. ...	4,530	16	11	4,630	0	10	4,243	18	8
Post Office...	608	7	2	521	1	5	475	7	7
Telegraphs	198	5	5	442	8	10	92	2	9
Royalties	4,988	17	0	4,785	12	6	3,043	9	0
Interest	3,614	10	8	4,281	0	2	4,836	19	5
Miscellaneous	1,288	9	8	1,208	7	4	772	10	11
Imperial Grant	937	10	0	750	0	0	562	10	0
	£67,105	11	7	£63,704	16	10	£49,110	10	9

The steady decline in revenue since the financial year 1928–29 was accelerated during 1931–32, the total realized in that year (£49,110 10s. 9d. the lowest recorded since 1922–23), falling short of the estimated total by £6,488 4s. 6d. For the first time since 1922–23 the total revenue failed to exceed the total expenditure, the deficit for the year amounting to £4,836 1s. 1d. as against an anticipated deficit of £1,298 0s. 2d.

As was to be expected the prevailing world-wide depression has had its repercussions locally, these being most seriously reflected in the continued curtailment of activities in the phosphate industry and the fall in value of copra in which commodity the Colony native land tax is collected. This in turn resulted in decreases under the following heads of revenue by the amounts shown, as compared with the figures for the previous year :—

	£	s.	d.
Import duties	7,463	19	3
Licences, etc.	203	0	0
Capitation Tax	2,638	0	0
Royalty on phosphate	1,642	3	6

Although a reduction in receipts under the heads quoted had been anticipated and certain provision made accordingly, the sum of the differences between estimated and actual revenue thereunder amounted to £5,801.

The exports of copra from the Gilbert and Ellice Groups (i.e., not including Fanning and Christmas Islands) in 1931–32 exceeded the exports from the same Groups for the previous year by 575 tons, but revenue derived from the export tax thereon declined by £1 967 10s. 0d.; the decrease being due to the reduction of the tax in 1931 from £1 to 10s. per ton.

Revenue realized from the sale of copra collected in respect of the native land tax advances or declines each year in sympathy with the ruling price of copra at a given date. The price realized in 1931–32 was £7 14s. per ton, an advance of 12s. 4d. per ton upon the price in 1930–31.

The decrease under the head of Fees, etc., was due mainly to decreased expenditure on Banaban community services, and to a reduction in Police strength at Ocean Island. These decreases in expenditure automatically reduced the amounts of the reimbursements made to Government in respect of these services.

Expenditure.

Details of expenditure for the periods 1929–30, 1930–31 and 1931–32 are appended hereto :—

	1929–30.	*1930–31.*	*1931–32.*
	£ s. d.	£ s. d.	£ s. d.
Pensions, etc.	508 11 2	493 7 5	2,622 9 5
High Commissioner's Department.	2,292 2 10	2,358 13 5	2,297 6 4
Resident Commissioner's Department.	3,477 3 2	3,484 4 0	3,155 3 8
Treasury and Customs ...	1,822 6 2	1,666 19 5	2,364 10 11
District Administration ...	3,881 12 6	5,086 12 3	3,472 5 0
Police and Prisons Department.	7,548 5 6	7,801 6 3	6,426 2 8
Ocean and Fanning Islands Defence Forces.	18 19 4	24 3 11	15 10 0
Medical Department ...	10,033 13 9	10,951 4 1	10,205 10 8
Transport Department ...	4,388 17 0	7,333 17 8	6,029 6 1
Post Office	509 12 7	501 16 2	520 5 7
Telegraph Department ...	1,062 15 4	1,576 4 6	1,028 13 1
Audit Department	325 8 8	359 2 2	255 0 0
Miscellaneous...	2,715 8 3	2,811 10 8	4,940 18 8
Lands Commission	17 9 4	64 16 4	—
Education Department ...	5,189 12 8	4,721 5 3	4,602 10 5
Public Works Department ...	—	1,157 6 11	1,189 4 9
Public Works Annually Recurrent.	1,929 8 5	1,264 10 7	1,047 4 11
Public Works Extraordinary	11,471 3 8	5,965 3 1	648 5 4
Island Administration ...	2,131 13 1	3,831 10 1	3,126 4 4
	£59,324 3 5	£61,453 14 2	£53,946 11 10

Expenditure for the year under review, despite the inclusion of several costly services which could not be foreseen, totalled, as shewn above, £53,946 11s. 10d., a net saving of £2,950 3s. 7d. on the estimated total for the year. Only by the exercise of the most rigid economy in all departments was this result achieved.

The increased expenditure shewn under the head of Pensions, etc., was due to the retirement of several officials during the year, and the payment of pensions and gratuities in accordance with the provisions of Ordinance No. 10 of 1929.

The large increase under the head of Miscellaneous was due primarily to unforeseen expenditure relative to the trial of a Chinese coolie on a charge of murder, and to the writing off of the amount by which Colony investments had depreciated as at the 30th June, 1932 (the end of the financial year). The cost of this murder trial, which was held in Fiji, amounted to £1,093 16s. 7d., and the sum written off the value of the Colony investments in the United Kingdom was £1,697 16s. 9d.

In view of the financial stringency the programme of Public Works Extraordinary was reduced to the minimum compatible with bare requirements, the expenditure thereon amounting to £648 5s. 4d. only. The bulk of this expenditure was absorbed by the cost of transport of materials for the building of quarters for the recently appointed Medical Officer in the Southern Gilbert Islands, and by the purchase of furniture for the Central Hospital, Ellice Islands.

Expenditure under Island Administration remains constant but the fluctuation shown in the comparative statements is caused by the irregularity of inter-insular communications. These conditions frequently render it impossible for all islands to be visited and supplied with funds within a financial year, and the result is that expenditure in respect of one financial year—together with expenditure in respect of the subsequent year—is brought to account in the latter financial year.

Public Debt.

The Colony has no Public Debt.

Assets and Liabilities.

Assets and liabilities of the Colony as at 30th June, 1932, were as follows :—

	Assets. £ s. d.	*Liabilities.* £ s. d.
Cash in hand and at Bank ...		6,128 13 0
Cash on Fixed Deposit	90,000 0 0	
Drafts and Remittances	8,442 12 3	
Deposits :—		
Estate M. Shea (deceased)—		
Invested		450 0 0
Banaban Royalties—		
Invested		*25,662 9 4
Banaban Provident Fund—		
Invested		*22,088 9 6
Banaban Landowners—		
Invested		*22,920 14 8
Sundry Deposits		6,234 1 0
Advances :—		
Joint Colonial Fund		600 0 0
Sundry Advances	491 1 9	
Suspense	242 9 3	
Imprests	2,168 11 3	
Investments :—		
Estate M. Shea (deceased) ...	450 0 0	
Banaban Royalties	25,662 9 4	
Banaban Provident Fund ...	26,768 9 6	
Banaban Landowners	22,920 14 8	
Crown Agents. (Colony funds)	18,302 3 3	
Excess of assets over liabilities ...		111,364 3 9
	£195,448 11 3	£195,448 11 3

The items marked with an asterisk represent funds invested on behalf of the native Banaban community of Ocean Island, the first and second items being derived from royalties paid on phosphate exported from the Colony, and the third item representing compensation paid in respect of land resumed by Government as a phosphate mining area and rents of other areas leased for non-mining purposes.

Taxation.

The main heads of taxation are enumerated hereunder, together with the yield in 1931–32 under each head :—

(*a*) Import duties, (£16,743 9s. 11d.); (*b*) Export tax at 10s. per ton on copra, (£2,542 10s. 0d.); (*c*) Native land tax, assessed annually according to the productivity of each island, and payable in copra, (£4,575 13s. 4d.); (*d*) Licences, etc., (£3,174 17s. 8d.); and (*e*) Capitation tax at £10 per caput per annum on non-natives

of the Pacific Islands (other than public officers, ministers of religion, and certain others), £5,574 0s. 0d. The bulk of the taxation under (*e*) is received in respect of Chinese employed on Ocean Island. (*f*) Commuted taxation covering duties, licences, etc., etc., at *Fanning and Christmas Islands amounting to £1,600 per annum*, of which total £1,000 is paid by Fanning Island, Limited, £400 by Imperial and International Communications, Limited, and £200 by the Central Pacific Coconut Plantations, Limited. In addition to the foregoing main sources of taxation a royalty of 6d. per ton is received in respect of each ton of phosphate exported from Ocean Island, the amount received in the year under review being £3,043 9s. 0d. as against £4,685 12s. 6d. in the previous year.

Customs Tariff.

The general duty on imports is 12½ per cent. *ad valorem*. The only other *ad valorem* rates are 10 per cent. on machinery and component parts, 15 per cent. on bicycles, motor cycles, perfumery (other than perfumed spirits) and musical instruments and appliances ; and 20 per cent. on jewellery (including watches of all kinds).

Specific duties are as follows :—

Malt liquors	3s. per gallon.
Wines, still	4s. per gallon.
Wines, sparkling	10s. per gallon.
Spirits	£1 6s. per gallon.
Spirits, methylated	2s. per gallon.
Benzine, petrol, etc., and crude oil ...	4d. per gallon.
Oils in bulk, other than medicinal oils	6d. per gallon.
Kerosene, according to closed flash test	3d. or 6d. per gallon.
Tobacco, manufactured, in tins ...	5s. per lb.
Tobacco, manufactured, in packets or plugs	3s. per lb.
Tobacco, twist or leaf	2s. per lb.
Cigarettes	6s. per lb.
Cigars	7s. 6d. per lb.
Dynamite, gelignite, blasting powder, etc.	6d. per lb.
Anchors and chains	½d. per lb.
Playing cards	1s. per pack.
Iron, galvanized	£3 per ton.
Iron, black	£1 10s. per ton.
Iron, pig or scrap	£1 per ton.
Wire rope	£3 per ton.
Cement	8d. per cwt.
Putty	3s. per cwt.
Paints and colours, other than mixed paints	4s. per cwt.
Tanks, iron	10s. each.
Timber, dressed	2s. per 100 ft. super.
Timber, undressed	1s. 6d. per 100 ft. super.

The following goods are exempt from duty:—Animals, printed matter, coal and coke, coats of arms, coin of the realm, coconuts, copra, curiosities of the South Sea Islands, cylinders for gas or ammonia, cinema films, flags, flour, fruit (fresh or tinned), foods suitable for infants and labelled as such, mosquito netting, manures, milk (tinned), official uniforms, pictures and photographs (unframed), postage stamps, rice, rifles and prizes for Rifle Clubs, household soap, sugar, sailcloth, vaccine, vegetables (fresh or tinned) and articles imported for religious and educational purposes. Personal and household effects within the prescribed limits of £100 per person are also exempt from duty on importation.

Excise and Stamp Duties.

There are no Excise Duties. The only stamp duty is that charged under the provisions of Ordinance No. 14 of 1917, i.e., 2d. on every receipt (other than receipts issued by or to Government) for sums exceeding forty shillings.

Hut Tax or Poll Tax.

There is no hut or poll tax. A capitation tax of £10 per annum is levied upon non-natives of the Pacific Islands (with certain exceptions) and an annual tax on landowners which is payable in copra.

XVI.—MISSIONS.

There are two Missions established in the Colony, the London Missionary Society (Congregationalist) and the Sacred Heart Mission (Catholic).

The headquarters of the London Missionary Society in the Gilbert Group are at Rongorongo, Beru, where a central training school for native pastors and a printing press are established. A European staff of three ministers assisted by their wives and two other ladies carry on the work of the Group. The living and housing conditions maintained at Rongorongo, both for natives and Europeans, reach a standard of comfort unequalled elsewhere in the Group.

The Ellice Islands come within the sphere of operations of the Samoan Branch of the London Missionary Society. There is no Catholic Mission in the Ellice Group.

The official headquarters of the Sacred Heart Mission are at present at Tarawa, but the Mission's printing press and central training school are situated in the neighbouring island of Abaiang. A staff of over 50 priests, sisters, and lay brothers is distributed over the Gilbert Group.

About 52 per cent of the natives of the Gilbert Group are adherents to the London Missionary Society and about 42 per cent are adherents to the Sacred Heart Mission; the remaining 6 per cent class themselves as "pagans." All the natives of the Ellice Group are adherents to the London Missionary Society.

Ocean Island, where most of the European population of the Colony is concentrated, is visited once a year by a Church of England minister from Australia, who remains in residence for about a month. The European Missionary of the London Missionary Society who resides at Nauru also visits Ocean Island once a year and conducts services for Europeans during his stay on the island.

XVII.—LANDS.

The native method of land-tenure may be described as a compromise between the communal and individual systems. In theory a landowner has only a life interest in the property, but in practice he is allowed by custom to exercise a reasonable initiative in the alienation of portions of his lands to relatives outside the immediate circle of his next-of-kin.

Most of the land in the Gilbert Group is needed for the support of the native population, but there is much spare coconut-producing land in the Ellice Islands, where many tons of copra are annually wasted. A real benefit would be conferred upon the native if these spare lands could be worked on behalf of the owners upon a profit-sharing basis.

Under existing legislation—Native Lands Ordinance No. 16 of 1917—no sale of native lands to non-natives is permitted, and no lease may be granted for a longer period than 99 years, nor for any one parcel of land in any one island of greater extent than five acres without the approval of the High Commissioner.

A Native Lands Commission was constituted by Ordinance No. 8 of 1922 to determine questions of ownership and to establish new land registers. By Ordinance No. 2 of 1927 the Resident Commissioner was enabled to perform the duties of Lands Commissioner, his appellate functions under the earlier Ordinance being transferred to the High Commissioner.

The purchase value of good coconut-bearing land in the Gilbert and Ellice Groups, as between native and native, has fixed itself by custom at £12 per acre. If, however, a European wishes to lease land and have the use of the produce of the trees, the rental rate is assessed at about £3 per acre on the basis of an average copra yield of eight cwt. per acre. On Ocean Island special values obtain as phosphate deposits are taken into consideration.

The lands on Fanning, Washington, and Christmas Islands are in the hands of private companies and are not at present available for lease or purchase in sub-divided areas.

XVIII.—NATIVE CO-OPERATIVE SOCIETIES.

Considerable progress took place during the period under review in the local development of Native Co-operative Societies, whose activities had hitherto been curtailed by restrictions on the granting of trading licences. Representations were made to His Excellency the High Commissioner for the Western Pacific during his tour of the Colony by representative bodies of natives on the various islands visited.

At present in the Colony there are two types of native societies of this nature :—

(*a*) Societies which have purchased or rent an existing trade store and buy and sell from and to the general public.

These societies are not regarded as Native Co-operative Societies and pay a yearly store licence on the same footing as individual traders.

(*b*) Native Co-operative Societies proper, who buy goods for, and purchase from, their members. These societies have a limited membership, an entrance fee, and all the transactions of the societies are with their own membership only.

Societies of this character do not pay any licence fee, transactions between the European firms and a given society being regarded in the same manner as transactions with a single individual.

While Native Co-operative Societies have been formed in virtually every island in both the Gilbert and Ellice Groups, it is still too early to state whether or not the movement will prove an ultimate success, and along what lines it will develop during the future. In general it may be stated that the movement is well organized in the Southern Gilberts District and the Ellice Group where under the able guidance of the local Administrative Officers, and owing to the almost complete absence in the native population of any economic sense, it has been fortunate in avoiding many of the pitfalls which beset the initial stages of its development in the northern areas where trading companies and individual traders are more firmly established.

XIX.—WEATHER REPORTS AND RAINFALL STATISTICS.

Modern meteorological instruments are installed at Ocean Island, and supervised by an officer of the British Phosphate Commissioners, who specializes in this work, at the King George V School, Bairiki, Tarawa, and at the Ellice Islands School, Vaitupu. Weather reports are telegraphed daily to Suva from Ocean Island and Vaitupu.

The monthly rainfall figures for Ocean Island, Tarawa (representing the Gilbert Islands), and Funafuti (representing the Ellice Islands), were :—

1931.	*Ocean Island.* *Inches.*	*Tarawa.* *Gilbert Islands.* *Inches.*	*Funafuti.* *Ellice Islands.* *Inches.*
July	1·15	2·48	18·38
August	5·66	—	11·48
September ...	1·59	0·29	8·43
October	1·41	4·03	20·13
November	0·35	0·69	6·55
December	6·40	2·14	11·41
1932.			
January	18·12	4·42	19·19
February	13·54	2·14	14·24
March	11·78	6 74	10·72
April	5·46	11·17	13·04
May	3·91	5·26	5·19
June	1·97	1·42	2·23
Totals ...	71·34	40·78	140·99

XX.—MISCELLANEOUS.

In July and August, 1931, His Excellency the High Commissioner, for the Western Pacific, Sir A. G. Murchison Fletcher, K.C.M.G., C.B.E., made a tour of inspection of the Colony in H.M.S. *Laburnum* and the Government yacht *Nimanoa*. During the tour Ocean Island, and several islands in the Gilbert and Ellice Groups were visited, and the High Commissioner was thus enabled to come into direct contact with natives in their own homes and surroundings. This was the first visit made by a High Commissioner for over twenty years.

Blasting of reef passages in the Ellice Islands.—His Excellency, the High Commissioner for the Western Pacific, Sir Murchison Fletcher, while passing through the Ellice Group during his tour of the Colony in 1931, was approached by the natives of Vaitupu and Nui, who requested that work might be undertaken to deepen and widen the existing boat passages in the coral reefs at those islands. In former times landing was an operation fraught with much hard work and possible danger, while traversing the distance from the ship in the open sea, over the coral reef to the landing place.

During the year under review work was begun on the blasting of the boat passages at these islands. The work of boring the holes for the charges, and of removing the debris after explosion was carried out by voluntary native labour, under the supervision of an Administrative Officer, and was attended by no accidents or mishaps. Four Ellice Islanders were trained for this work and after ten days careful supervision were found to be capable of arranging and carrying out all the blasting operations, and dealing with minor accidents.

For sporting purposes, there is no fishing ground in the world that excels the waters of the Gilbert Islands. In addition to the sharks (grey-nurse, tiger, and hammerhead) running up to 1,000 lb. weight, and the spearfish, which sometimes touch 600 lb., the deep water around the islands teems with giant ray, barracuda, cero, bonito, and trevally. The trevally is particularly in evidence, and sometimes turns the scale at over 120 lb.

SKETCH PLAN OF TARAWA ISLAND, GILBERT GROUP, SHOWING GENERAL CONFIGURATION OF A TYPICAL LAGOON ISLAND OF THE EQUATOR.

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Report for Period 1st July, 1932—31st December, 1933

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[*Continued on page iii of cover.*

REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE

GILBERT AND ELLICE ISLANDS COLONY

Report for Period 1st July, 1932—31st December, 1933

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I.—GEOGRAPHY, CLIMATE, AND HISTORY.

The twenty-five islands of the Gilbert and Ellice Groups form a chain of coral atolls in mid-Pacific, cut by the Equator and lying close against the 180th meridian of longitude.

Beside these two Groups the Colony contains Ocean Island, some 250 miles to westward, and Fanning, Washington, and Christmas Islands, some 1,800 miles to eastward, of the Gilbert Group. The various components of the Colony are so scattered that a rectangle of a million square miles of ocean would not contain them all; and yet their aggregate area amounts to less than 200 square miles of land.

Geologically speaking, Ocean Island stands alone in the Colony, being an island of the "upheaved" type: its highest point is 280 feet above sea-level. This island, which is the Colony headquarters, is 1,500 acres in extent and possesses large deposits of phosphate of lime. All the other islands belong to the Central Pacific "area of subsidence", having been formed by the upward growth of coral around the flanks of mountains long since submerged. There is no island which rises as much as fifteen feet above sea-level, or exceeds in width five furlongs from beach to beach. The atolls are mere ribbons of land from five to fifty miles long, enclosing lagoons in most cases, and topped with a soil so sandy that it will support no useful plant save the coconut, the pandanus palm and coarse edible tubers of the taro (*calladium*) and babai (*alocasia indica*) families laboriously cultivated by the native.

The language of the Ellice Islands may be regarded as a dialect of Samoan; that of the Gilbert Islands is entirely different from the Ellice speech, and shows a strong relationship to certain dialects of the Melanesian area. No "pidgin" English is used in the Colony. Conversation is carried on either in plain English or the native tongue. The native languages are almost universally used, as only a few natives understand any language but their own. The Ellice Islanders converse among themselves in the Ellice dialect, but conduct church services, and write, in Samoan.

The Gilbertese of to-day are the descendants of a small, black-skinned people who, in about the third century of our era, suffered and absorbed an invasion by a large, tawny race of Samoan type. The Ellice Islanders are an offshoot of pure Samoan stock, who settled in the Group during the sixteenth century. There are no aboriginal inhabitants of Fanning, Washington, or Christmas Islands.

The climate is warm but not humid, and is tempered by the trade winds. The nights are cool for equatorial regions. The Colony is free from malaria and fevers of the typhoid group. In normal seasons the annual rainfall ranges from about 50 inches in the vicinity of the Equator to about 100 inches in the Northern Gilberts and 150 inches in the Southern Ellice Islands. In normal seasons the wettest months are December, January, and February, while the months with least rainfall are September and October. Ocean Island and the Gilbert Group are subject to drought. Fanning

Island and the Southern Ellice Islands appear to be outside the area where drought conditions may be expected. Occasional west to north-west gales occur between October and March but the wind does not reach hurricane force. The Colony lies between the northern and southern equatorial hurricane belts.

The Gilbert Group was discovered, piecemeal, by British naval officers between 1765 and 1824; the Ellice Group, between 1781 and 1819. The first known white trader came to the Gilberts in 1837, and was responsible for the introduction of rum and guns to the natives of Tarawa. By 1846, when Commodore Wilkes of the United States Navy visited the Gilbert and Ellice Islands, not a few beachcombers and traders had established themselves in both Groups. This was a period of great violence, when native factions were incited and actually led to battle by fugitives from the prisons of civilization, and the native name for the white man was "The Killer".

In 1856 the first missionary, Hiram Bingham, of the American (Boston) Board of Foreign Missions, preached Christianity in the Gilbert Islands. Between the 'fifties and the early 'nineties of last century, the Ellice Group became the happy hunting ground of the "black birders", who kidnapped thousands of natives for forced labour in the coffee plantations of Central America, and also introduced measles to the race. By these two evils the race was reduced from over 20,000 souls to under 3,000.

In 1892 the two Groups were proclaimed a British Protectorate by Captain H. M. Davis, of H.M.S. *Royalist*. The jurisdiction of the Resident Commissioner of the Protectorate was extended to Ocean Island by a Proclamation of 1900. At the expressed desire of the natives both Groups were annexed to His Majesty's dominions by an Order in Council of the 10th November, 1915, and were known as the Gilbert and Ellice Islands Colony as from the 12th of January, 1916.

Ocean Island, of which the inhabitants are closely related to the Gilbertese, was included within the boundaries of the Colony by an Order in Council of the 27th of January, 1916, which came into operation on the 3rd of April following. By the same Order, Fanning and Washington Islands were also made part of the Colony, while Christmas Island was included by an Order which took effect from the 10th of November, 1916.

The Union Group (three islands) lying about 250 miles north of Samoa was made part of the Colony by Order in Council of the 29th of February, 1916, and subsequently excluded and placed under the jurisdiction of the Governor-General in Council of the Dominion of New Zealand. The Orders in Council effecting this change were dated the 4th of November, 1926.

II.—GOVERNMENT.

The Colony is under the charge of a Resident Commissioner who resides at Ocean Island, which is the Colony headquarters, and who is responsible to the High Commissioner for the Western Pacific who resides in Fiji. There is no Executive or Legislative Council. The Ordinances are enacted by the High Commissioner under the provisions of the Pacific Order in Council, 1893.

The Colony is sub-divided into five administrative districts each under the charge of a European officer who is responsible to the Resident Commissioner. The headquarters of these districts are at Tarawa, Butaritari and Beru in the Gilbert Group, Funafuti in the Ellice Group, and at Fanning Island.

Much of the work of administration is done by the natives themselves. Each island which has an indigenous population has its own native Government, constituted under the provisions of the Native Laws Ordinance, 1917, and presided over by a native Magistrate whose duties include the administration of the native laws and regulations, and the supervision of the island police, prisoners and prisons. The native Government maintains law and order under the general supervision of the European Administrative Officer of the district of which the island forms part. Each village is in charge of one or more local headmen according to its size and situation. The Magistrate in session with village headmen constitutes a monthly Court. On him falls the greater bulk of the executive work and responsibility and, except during the few days in each month when the native Court is in session, it is he who exercises general control, issues instructions, and decides questions on matters affecting the people as a whole. On each island also is a native Scribe who collects licence fees, fines, and tax copra from the natives, keeps records of Government cash received and disbursed, births, marriages, deaths, rainfall, shipping, and minutes of native Court proceedings, in prescribed books. He is also the local Postmaster. The population of 30,000 souls represents the largest body of natives under close and complete administration within the limits of the Western Pacific High Commission. The system of local government by native bodies under the supervision of European officers has reached a more advanced stage than elsewhere in the Pacific, and the day is in sight when it may become possible to allot even greater responsibilities to indigenous assemblies. The ultimate end in view is that the Gilbertese and Ellice peoples may learn to govern themselves.

III.—POPULATION.

The population of the Colony on the 31st December, 1933, based on the returns received from the various districts, was 34,085, comprising 33,445 natives, 396 Chinese, and 244 Europeans. The population of Ocean Island amounted to 2,074, being composed as follows:—660 Banabans, 857 Gilbert Islanders, 72 Ellice

Islanders, 372 Chinese, 112 Europeans, and one Fijian. The decrease of 193 in the population of Ocean Island as compared with the figures given in the Colonial Annual Report for 1931–32, is explained by the fact that there were 194 fewer indentured labourers in the employ of the British Phosphate Commission on the 31st of December, 1933, than on the 30th of June, 1932.

The distribution of the population throughout the Colony and the incidence of native births and deaths were as follows :—

	Population.			
	Natives.	*Europeans.*	*Chinese.*	*Total.*
Ocean Island :—				
Total	1,590	112	372	2,074
Gilbert Islands :—				
Little Makin	755	1	2	758
Butaritari	1,740	15	9	1,764
Marakei	1,720	4	—	1,724
Abaiang	2,644	12	—	2,656
Tarawa	3,009	23	1	3,033
Maiana	1,465	1	1	1,467
Kuria	287	1	—	288
Aranuka	309	1	—	310
Abemama	941	3	1	945
Nonouti	2,297	7	1	2,305
Tabiteuea	3,809	4	1	3,814
Beru	2,311	10	2	2,323
Nikunau	1,692	4	—	1,696
Onotoa	1,665	1	1	1,667
Tamana	1,047	—	—	1,047
Arorae	1,516	—	—	1,516
Total	27,207	87	19	27,313
Ellice Islands :—				
Nanumea	912	—	—	912
Nanumanga	457	—	—	457
Niutao	650	—	—	650
Nui	423	—	—	423
Vaitupu	658	—	—	658
Nukufetau	396	—	—	396
Funafuti	429	8	—	437
Nukulaelae	229	—	—	229
Niulakita	—	—	—	—
Total	4,154	8	—	4,162
Fanning Island	304	33	5	342
Washington Island	190	4	—	194
Christmas Island		No return		
Total	494	37	5	536
Colony Totals	33,445	244	396	34,085

BIRTHS AND DEATHS.

	July, 1932, to June, 1933.		*July, 1933, to Dec., 1933.*		*July, 1932, to Dec., 1933.*	
	Births.	*Deaths.*	*Births.*	*Deaths.*	*Births.*	*Deaths.*
Ocean Island	33	37	17	9	50	46
Gilbert Islands :—						
Little Makin	32	11	11	11	43	22
Butaritari	63	26	31	13	94	39
Marakei	60	28	35	22	95	50
Abaiang...	50	43	31	15	81	58
Tarawa	75	85	51	13	126	98
Maiana	49	46	42	11	91	57
Kuria	11	7	6	3	17	10
Aranuka	4	4	11	3	15	7
Abemama	45	22	21	9	66	31
Nonouti...	80	57	37	31	117	88
Tabiteuea	123	81	66	41	189	122
Beru	74	34	39	22	113	56
Nikunau	64	46	21	19	85	65
Onotoa	60	45	29	29	89	74
Tamana	50	12	19	21	69	33
Arorae	47	33	30	12	77	45
Total...	887	580	480	275	1,367	855
Ellice Islands :—						
Nanumea	29	13	21	4	50	17
Nanumanga	14	4	13	10	27	14
Niutao	26	10	10	11	36	21
Nui	19	18	2	5	21	23
Vaitupu...	16	20	19	4	35	24
Nukufetau	16	10	7	2	23	12
Funafuti	18	8	10	5	28	13
Nukulaelae	11	6	9	1	20	7
Niulakita	No return					
Total...	149	89	91	42	240	131
Fanning Island	13	3	11	1	24	4
Washington Island ...	6	1	3	—	9	1
Christmas Island... ...	No return					
Total...	19	4	14	1	33	5
Colony Totals ...	1,088	710	602	327	1,690	1,037

There has been a steady increase in the population during the last few years, which shows every prospect of being maintained.

The number of marriages celebrated in the Colony during the period 1st July, 1932, to 31st December, 1933, was as follows :—

Natives	583
Europeans	2

The rate of infantile mortality in the Colony during the year 1932–33 was 197·6 per 1,000 births.

IV.—HEALTH.

Hospitals and Asylums.

Tarawa Central hospital is the chief hospital of the Gilbert Group and to it gravitate all the more serious cases of illness that cannot receive complete treatment at the hands of a native dresser at the various island hospitals. The following are the statistics of the work performed in this hospital during the period :—

Total of in-patients treated	205
Total of out-patients treated	5,120
Major operations performed	280
Anti-yaws injections given	973
Deaths in hospital	16

Funafuti Colonial hospital is the medical headquarters of the Ellice Group with a European Medical Officer in charge. Statistics are not available, but work of a similar nature to that performed in the Gilberts was executed by the Medical Officer and his assistants. He also continued his anti-yaws and hookworm campaign.

Central Leper Station, Tarawa.—There were three new cases of leprosy admitted, there were nine deaths of cases of long standing infection, and at the end of the period there remained under treatment twenty-six patients, all Kanakas with the exception of one Chinaman. The European patient previously mentioned as being negative remained completely negative and was given his conditional discharge towards the end of 1932 and further reports indicate a stability of his condition and no recurrence.

Island hospitals are established on every unit of the Gilbert and Ellice Groups. These hospitals are under the charge of trained native dressers who dispense medicines and give treatment to the local populations. These dressers are able to perform minor surgical procedures and to give intravenous injections for the relief and cure of yaws. The following figures show the amount of work done in the Gilbert Group during the period under survey :—

Out-patients treated	37,459
In-patients treated	5,651
Operations performed	625
Injections administered	5,043
Deaths	254

Mental Hospital, Tarawa, admitted seven cases of lunacy, one being a recurrence of mental disease, during the term, whilst two cases died and one was discharged with relief of his condition, and there remained under treatment nine at the end of the year. The plan of keeping the mental defectives employed in simple occupations was continued with advantage to their mental and general condition.

General Health Work.

Yaws.—The campaign against this disease, almost universal amongst the natives, was continued by the intravenous injection of arsenical compounds by the native dressers in charge of hospitals and travelling units. The total number of injections given was 6,016. On several islands the disease is now well under control and promises well for the future.

Tuberculosis.—This disease is responsible for a very high proportion of the deaths amongst the natives. Amongst children the glands of the neck are the most frequent site of the disease, whilst adults suffer from chest affections. The more serious gland cases are treated by operation, receiving along with the milder cases conservative treatment and nourishing food and the results are distinctly encouraging and give one the feeling that the number of deaths from tuberculosis will gradually fall. It is found that the injection of arsenicals to these cases benefits the general condition and seems to enable the body to put up a better fight.

Filariasis and elephantiasis are common in the Ellice Islands but practically non-existent in the Gilberts. The mosquito vector has not so far been demonstrated in the latter group and this accounts for the absence of these diseases. The Medical Officer in the Ellice Group has performed many operations for the relief of the gross swellings of elephantiasis.

Venereal disease is uncommon in the Colony. Syphilis is unknown owing, in all probability, to the great prevalence of yaws.

Chicken-pox is endemic, also *dysentery* in bacillary and amoebic forms. The treatment of amoebic dysentery by injections of ametine compounds has been very successful.

Vaccination campaign was instituted during the period and at the end of 1933, 9,194 persons had been treated. The campaign will be continued throughout the extent of the Colony. Smallpox has never visited these islands.

Maternity and child welfare.

Systematic teaching and work in this direction has so far met with little success ; the Gilbertese must first learn to take a greater interest in their general ailments ; then perhaps later they will be able to absorb teaching along these lines. There is evidence that the Ellice Islanders will earlier make headway in this work than their northern neighbours.

V.—HOUSING.

Europeans in the service of the Government and industrial and trading firms in the Colony are provided with separate houses of the bungalow type which, with few exceptions, are built with European materials.

The Chinese labourers employed on Ocean Island by the British Phosphate Commissioners are housed in their own location, the construction of which was completed during 1930. The location contains dwellings, mess-rooms, bath-rooms and offices, and a spacious recreation room. The work is carried out in reinforced concrete and fibrolite, and the roofs are fibrolite tiled.

The Commissioners' indentured native labourers, together with the labourers' wives and families, are also housed under conditions of cleanliness and comfort. The houses of the married quarters are built with a timber frame and floor, while the roofs are fibrolite tiled. The houses are partitioned medially, and each is provided with a kitchen wherein each family may cook its own food. The whole structure is raised some two feet above the ground on concrete piles.

The houses of the unmarried quarters vary in character. Some are concrete houses with fibrolite tiled roofs, while others have a timber structure with concrete floors and galvanized iron roofs. The unmarried labourers eat in a communal mess-room.

Adequate sanitary arrangements are provided, additional latrines and bath-rooms having been erected in the location for single native labourers during the period under review. The buildings in which the Chinese and native indentured labourers are installed, are owned by the British Phosphate Commissioners. The buildings are maintained in a good state of repair and during the period under review further buildings were erected, including twenty-five additional houses, each holding two families, for the accommodation of married labourers.

An up-to-date X-ray plant was installed in a special room at the British Phosphate Commission's hospital at Ocean Island, and a new laboratory was built for medical research work. The most important work, commenced during the latter part of 1933, was the building of a new European hospital. This contains three separate wards, and an office for the Medical Officer, Ocean Island. It is hoped to complete this building during the month of August, 1934.

Seven new cisterns were built by the British Phosphate Commission during the eighteen months under review, their total capacity amounting to 430,000 gallons.

A monthly inspection of these buildings is carried out by the Medical Officer, Ocean Island, the Officer in Charge of Constabulary, Ocean Island, and the Manager of the British Phosphate Commissioners, and in this way defects are noted, complaints received and rectified, and a high standard of housing conditions prevails.

All houses occupied by Europeans and Chinese, and the Chinese and indentured native locations, are lighted by electricity.

The Banabans (natives of Ocean Island) are not indentured, and live in their own native villages.

Provision is being included in the Colony Estimates for the financial year 1934–35 for the continuation of the work of reconstruction of the Police Lines, Ocean Island, which has had to be suspended during the last few years owing to the prevailing financial stringency.

At Fanning Island the indentured labourers are Gilbertese and are housed in suitable buildings constructed with European materials. These buildings are inspected by the Administrative Officer and the Medical Officer stationed at the Island.

In the Gilbert and Ellice Groups the native employees of the Government and trading firms are provided with buildings, outhouses, etc., similar in every respect to those in the native villages.

King's Regulation No. 1 of 1915 provides that no dwelling which, in the opinion of the Resident Commissioner or certain other officers mentioned therein, is unfit for habitation shall be assigned to any labourer. In addition to Sections 33 to 36 inclusive of the Regulation mentioned, the Gilbert and Ellice Public Health Ordinance, No. 8 of 1926, provides for the enforcement of sanitary laws.

VI.—PRODUCTION.

The principal products of the Colony are phosphate of lime obtained at Ocean Island, and copra from all the other islands. A small quantity of shark fins is also exported.

Phosphate of lime.—The most important product is the phosphate of lime mined on Ocean Island by the British Phosphate Commissioners. The deposits of the mineral on Ocean Island and the neighbouring island of Nauru (also worked by the British Phosphate Commissioners) give a higher phosphoric acid reaction than those of any other known area. All the phosphate mined is exported.

The quantities and values of phosphate exported during the six and a-half years ended the 31st of December, 1933, are shown in the following table :—

Year.	*Tons.*	*Rate per Ton.*	*Value.*
		£ s. d.	£ s. d.
1927–28	190,507	1 6 0	247,659 2 0
1928–29	233,820	1 5 0	292,275 0 0
1929–30	207,863	1 5 0	259,828 15 0
1930–31	145,122	1 2 0	159,634 4 0
1931–32	142,200	1 7 0	191,970 0 0
1932–33	224,200	1 7 0	302,670 0 0
July–December 1933	83,375	1 6 6	110,471 11 6

The new crushing and drying unit in connexion with the phosphate industry, the erection of which was commenced in 1929, was completed and put into operation during the month of September, 1932. This plant is capable of handling 80 tons an hour, and has

special electric precipitators for collecting the dust. The Europeans employed by the British Phosphate Commissioners are engaged in the United Kingdom or Australia for limited periods according to the nature of their respective duties. They are provided with free partly-furnished quarters. The Chinese are obtained from Hong Kong and sign a three years' agreement. They are not accompanied by their womenfolk. The Gilbertese labourers are recruited under the provisions of King's Regulation No. 1 of 1915 and amending Ordinances. Their term of service is twelve months and one-third of their number are accompanied by their wives and a limited number of children. The Chinese and Gilbertese recruited labourers are provided with free quarters and rations. The Banabans although in regular employment are classed as casual labourers and live in their own villages.

Copra is the product of all islands in the Colony except Ocean Island. At Fanning and Washington Islands, Gilbertese recruited labourers are employed for the purpose of planting the lands and making copra. Their term of service is three years but by mutual consent the term may be extended to four years. Tahitian labour is employed at Christmas Island. In the Gilbert and Ellice Groups all the coconut-bearing lands are in the hands of natives. These lands are not cultivated, and the copra represents the coconuts in excess of what is required by the natives for domestic consumption. The Gilbert and Ellice Groups have no other industry on which to fall back should the demand for copra cease.

The quantities and values of copra exported during the six and a-half years ended the 31st of December, 1933, are shown in the following table :—

Year.	*Tons.*	*Value.*
		£
1927–28	4,698	64,833
1928–29	4,122	55,657
1929–30	5,465	83,691
1930–31	6,548	65,480
1931–32	6,715	67,150
1932–33	8,995	94,844
July-December. 1933	1,567	14,013

Mat-making.—The mats woven by native women of pandanus leaf are among the finest in the Pacific. The Gilbertese mats depend upon texture and finish for their appeal ; those made in the Ellice Islands are less finely plaited, but are decorated with woven designs of striking colour. *Hats* of a texture and durability equal to the best Panama are also produced, and can be made to any size or shape, if blocks be supplied. *Fans* are manufactured of prepared leaf and coloured feathers. *Baskets* and *bags* of beautiful

design and workmanship can be made to any pattern. There is no limit to the ingenuity of the native women in the manufacture of fine plaited articles. There is, however, only a local market for these articles.

Pearl shell exists in the lagoon of Christmas Island, but the lessees (Central Pacific Coconut Plantations, Limited) do not pay much attention to the export of this commodity. Shell has also been found in Onotoa Lagoon (Southern Gilberts), but cannot be worked by naked diving, owing to the presence of a ferocious type of eel, which has been responsible for a considerable loss of life among natives.

VII.—COMMERCE.

Details of the goods imported during the financial year ended 30th June, 1933, are as follows :—

General Description	*Value.* £
Anchors and chains	110
Benzine	1,963
Building material	687
Bicycles	865
Drapery	13,479
Explosives	647
Hardware	4,174
Iron	277
Jewellery	165
Kerosene	2,013
Machinery	1,695
Oils	2,894
Perfumery	266
Photographic materials	112
Provisions	20,936
Spirits, wines, fermented liquors	2,530
Tobacco	10,261
Wire rope	85
Miscellaneous	51,761
	£117,920

The gross value of imports and the gross values and tonnage of exports for the five years ended 30th of June, 1933, were respectively as follows :

Year.	*Imports.* £	*Exports.* *Value.* £	*Tonnage.*
1928–29	190,436	348,272	237,942
1929–30	148,779	351,496	213,328
1930–31	194,425	253,344	156,563
1931–32	114,511	259,120	148,915
1932–33	117,920	398,068	233,200

Most of the imported goods are shipped out of Australian ports and are produced in the United Kingdom and Australia. The balance comes from New Zealand, America, Japan, and China. Most of the goods brought to Ocean Island arrive in British ships, but the goods brought direct to other parts of the Colony arrive mainly in foreign ships.

Nearly all the phosphate of lime is exported to Australia and New Zealand and is carried mainly in British ships. The balance is shipped to Japan by Japanese vessels.

All the copra produced in the Colony is normally exported in foreign vessels to America or Japan, although during the period under review one shipment was sent direct from Tarawa to Europe in a Danish vessel, chartered by Messrs. Burns Philp (South Sea) Company. The low price of copra in the world's markets made it still necessary for copra sacks to be admitted free of duty, and the export duty to be maintained at the reduced rate of 10s. per ton.

The unexpected increase in the output of copra during the financial year 1932–33 is somewhat difficult to explain in view of the steady fall in the price of this commodity in the world's markets which normally results in a restriction of output by the native, but it is possible that the increased activities of native Co-operative Societies were in part responsible for the increased production. World economic conditions have been amply reflected in the islands of this Colony. Whereas during the earlier part of the period under review the price paid to native Co-operative Societies and non-native traders was £6 10s. 0d., and to individual natives £5 10s. 0d. per ton, yet on 31st December, 1933, these figures had fallen to £3 0s. 0d. and £2 10s. 0d. respectively.

VIII.—WAGES AND COST OF LIVING.

Europeans.—Europeans in the service of the Government and industrial and trading concerns are provided with free partly furnished quarters. Unmarried employees of the British Phosphate Commissioners receive free board, lodging, and laundry. All houses on Ocean Island are lighted by electricity which is supplied free to employees of the Commissioners; other Europeans pay for the service. With economy a married couple can live on about £27 a month and a bachelor on about £18 to £20 a month. These amounts do not include clothing, luxuries, and entertainment expenses.

Chinese.—Chinese mechanics employed on Ocean Island receive an average wage of £5 10s. 0d. a month, and coolie labour £2 a month, with rations, quarters, and lighting in both cases.

Natives.—On Ocean Island native labourers employed by the British Phosphate Commissioners under contract receive £1 12s. 0d. a month with rations, quarters, and lighting, and a bonus of 8s. a month for satisfactory work. Casual labourers receive 4s. a day

without rations or quarters. In other parts of the Colony the wages vary according to the locality in which employed and the nature of the employment. Labour employed under signed contract is paid from £1 a month with quarters and rations to £5 a month without rations. Casual labourers receive from 2s. to 5s. a day, according to whether free rations are issued or not. Native employees of the Government receive from £12 to £200 a year with rations (or an allowance in lieu thereof) and quarters.

General.—Where rations are issued they are on a liberal scale. All working tools are provided by the employer. No labourer is required to work for more than 9 hours a day with a maximum of 50 hours a week. Only those engaged on necessary services are required to work on Sunday. A capitation tax of £10 a year is payable in respect of each non-native employed in the Colony. Although the individual is liable it is the practice for the employer to pay the tax.

IX.—EDUCATION AND WELFARE INSTITUTIONS.

There was a slight decrease on educational expenditure compared with the previous financial year, £4,963 as against £5,076. Within the total of £4,963, an increase in grants-in-aid to village (improved) schools was shown. Grants-in-aid to Mission central schools suffered no change, nor did the cost of administration and the European school. The three native Government schools showed each a decrease of expenditure. The figures are as follows : village (improved) schools, £560 ; Mission central schools, £500 ; administration, £739 ; European school, £346 ; King George V school, £1,621 ; Ellice Islands school, £1,008 ; Banaban school, £189.

Expenditure was met from the usual three sources—Colonial Revenue, Banaban Fund, and the British Phosphate Commissioners. The respective sums were £3,743, £1,065, and £155.

The number of village (improved) schools established rose to thirty at the end of 1933, when ten more teachers finished their training course at the King George V school. These schools are all in the Gilbert Islands, as village schools in the Ellice Islands are not yet within the scheme of improvement of village education. However, proposals for the inclusion of these schools were formulated during 1933, but at the end of the year negotiations had not opened with the Mission concerned.

Mission education dates back to 1860, soon after the arrival in the Northern Gilberts of that distinguished missionary, Hiram Bingham, who reduced the Gilbertese speech to writing, translated the Bible into the vernacular, and wrote a dictionary of the language. Other Mission bodies followed the American Board, under whose auspices Bingham worked. The London Missionary Society started schools in the Ellice Group in 1865 and in the Southern Gilberts in 1870. The Mission of the Sacred Heart followed in the

Central Gilberts in 1889. Until 1900 the native teachers employed came from other Pacific Islands, mostly Hawaii and Samoa.

At this time, the year 1900, the Missions reorganized their respective systems and central institutions for teachers and senior students were planned and in time established. As a consequence, Gilbertese teachers became available for the development of village education, and a large increase in the number of these schools followed. In the Ellice Group, towever, the practice was continued of drawing teachers from Samoa. By the year 1920, there were native teachers in every village of the two main Groups and of Ocean Island.

The number and broadcast nature of the islands together with their atoll formation renders many village schools necessary in the Gilbert Group. Two hundred there are of the two Missions and this for a population of 27,000. In the Ellice Group, with its 4,000 people, only eight village schools are wanted, as the island populations are gathered each in one village and there is but one Mission.

Grants-in-aid to Mission central schools were given for the first time in 1914 and were established in 1917–18. With some increases, they have been maintained to the present time. Grants-in-aid to village education began in 1930, with the training of native Mission teachers at the King George V school, Tarawa, under a scheme of co-operation between the Missions and the Government.

The foundation of the Education Department occurred in 1920. The scheme then devised had for its object the training of native boys at a central boarding school in the Gilberts. These boys were intended for service in Government departments as medical practitioners, clerks and interpreters, dressers, and teachers. A second object was the general education of Banaban boys at a day school on Ocean Island where a common fund could be drawn upon for this local purpose. Some three years later, upon the representations of the Ellice natives, a central boarding school was established in the Ellice Group, having a similar object to the school in the Gilberts. In 1929, the one European school in the Colony was opened at Ocean Island.

Considerable changes occurred in the boarding schools in 1930, as a result of the attention directed to village education. The King George V school added to its activities by becoming a teacher-training centre, where native teachers undergo a year's course. The Ellice Islands school limited its activities. The Headmaster was withdrawn and a reduced number of pupils continued under the charge of native masters.

X.—COMMUNICATIONS AND TRANSPORT.

The following is a summary of the vessels which called at Ocean Island, and Tarawa (Gilbert Islands) during the period 1st July, 1932, to 31st December, 1933 :—

Port of Ocean Island :—

From	*July*, 1932 *to* *June*, 1933.	*July*, 1933 *to* *Dec.*, 1933.	*Total* *July*, 1932 *to* *Dec.*, 1933.
Australia	12	10	22
Nauru	18	8	26
New Zealand ...	9	2	11
Japan	7	2	9
China	6	2	8
Gilbert Islands ...	9	3	12
New Hebrides ...	—	2	1
Fiji	1	—	1
U.S.S.R.	1	—	1
United States of America.	1	—	1
Formosa	1	—	1
	65	29	93

Port of Tarawa :—

From			
Gilbert Islands ...	49	27	76
Ocean Island ...	9	4	13
Australia	4	2	6
Marshall Islands ...	2	3	5
Fanning Island ...	1	—	1
Ellice Islands ...	—	1	1
	65	37	102

The greater number of vessels which call at Ocean Island discharge mails and stores there, and then proceed to the neighbouring island of Nauru to load a cargo of phosphate. The remainder carry phosphate from Ocean Island to various ports in Australia and New Zealand, and occasionally to China and Japan.

Tarawa, the distributing centre for mails in the Gilbert and Ellice Groups, is connected direct with Australia by the irregular visits of vessels chartered by Messrs. Burns, Philp (South Sea) Company, and Messrs. On Chong and Company of Butaritari, for the purpose of exporting copra. Messrs. Nanyo Boyeki Kaisha of Butaritari Island export copra in their own auxiliary schooners which pay irregular visits to the Colony from the Marshall Islands.

Communication between the Gilbert and Ellice Groups and Colony headquarters is maintained by the Government vessel, the *Nimanoa*, which makes irregular trips, in so far as circumstances permit, between Tarawa and Ocean Island for the carriage of passengers and mails to and from the Gilbert Group. During the period under review three visits were made to the Gilbert Islands by one of the vessels owned by the British Phosphate Commissioners, for the purpose of repatriating and recruiting labour.

Inter-insular communication between the two Groups is maintained by the *Nimanoa* and two small vessels engaged in the local copra trade on behalf of Messrs. Burns, Philp (South Sea) Company, and Messrs. On Chong and Company, while the Gilbert Islands are connected with Fanning Island by the annual visits of a vessel chartered by Fanning Island Limited, for the purpose of recruiting and repatriating labour. Communication between the Gilbert and Ellice Islands and Fiji is maintained by the *Nimanoa* which usually visits Suva once a year, and the London Missionary Society's vessel *John Williams V* which makes two trips a year. One of His Majesty's ships of war also visits the Colony once a year and after visiting Government headquarters at Ocean Island usually proceeds to Suva via Tarawa and Funafuti.

Roads.

Roads in the Gilbert and Ellice Islands were first made at the instigation of the early missionaries from Hawaii and Samoa. Though they are not of elaborate construction, they suffice for the needs of the islands and the surface of reef mud is adequate to support motor-bicycle traffic. While the road on Abaiang Island runs continuously for some 25 miles, yet on the majority of the islands bicycling is rendered difficult by the frequent breaks in the land, where the ocean connects with the lagoon. The aggregate length of the island roads is estimated at 300 miles.

Wireless Telegraph.

No inland telegraph service exists at present on any island in the Colony, but a telephone system comprising some forty subscribers has been in operation at Ocean Island for some time. This system, mainly the property of the British Phosphate Commissioners, is operated through a small exchange situated at their power house.

A radiotelephone service, owned and operated by the British Phosphate Commissioners, is in operation between Ocean Island and Nauru. This service is extended to the Commissioners' steamers *Nauru Chief* and *Triona* when those vessels are in range.

A radiotelegraph station is maintained at Ocean Island by the Government. This station conducts a government, public, and maritime service and is the clearing point for all traffic "into" and "out of" the Colony, from and to all parts of the world.

Messrs. Burns, Philp (South Sea) Company, Limited, maintain a small radiotelegraph station at Tarawa Island in the Central Gilberts for communication with certain shipping, the island of Beru in the Southern Gilberts, and, through Ocean Island Radio, to all parts of the world.

The London Missionary Society maintains a low power radiotelegraph station at the Society's headquarters at Rongorongo, Beru. This station communicates with Tarawa Island and gives a limited public service. Communication with the outside world is effected via Ocean Island Radio.

In the Northern Gilbert Islands no permanent radiotelegraph station is in existence, but as the island of Butaritari is the headquarters of Messrs. On Chong, a trading company, whose vessel, the s.s. *Macquarie* makes that port her base, and is fitted with radiotelegraphy, it can be said that a semi-permanent station is in existence there. This group is of course cut off from the rest of the world during the *Macquarie's* trips around the islands to collect copra, but at the same time the vessel brings the more isolated islands of the Colony into touch with the outer world if only for a brief period.

With the exception of an amateur transmitting station the Ellice Group is without telephones or telegraphs of any description. At Funafuti, the headquarters of Ellice Islands Administration, a small low-powered short-wave transmitter is operated by the Administrative Officer, who is brought into contact with the outer world via similar stations established at islands of the Gilbert Group and at Ocean Island. Owing to lack of transport within the Colony, and the distance of Funafuti from Government Headquarters at Ocean Island (737 miles), this communication has proved to be very useful to the Government.

At Fanning Island a low-powered telegraphy transmitter is in operation by the Manager of the Imperial and International Communications, Limited (now Cable and Wireless, Limited). This is purely a private station and is used for communication with vessels in the vicinity.

XI.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

An Agency of the Commonwealth Bank of Australia (Savings Bank Branch) is established on Ocean Island. The rate of interest

is 2½ per cent. per annum on the first £500 at credit of each account and 2 per cent. per annum on the excess of balance of £500 to £1,000. There are no banks in the Gilbert and Ellice Groups, where the traders generally have a current account with the principal firms who act as their agents and bankers. Natives may deposit their cash with the Government for safe keeping and may withdraw whatever amounts they may require from any financial officer in any part of the Colony upon personal application and the production of the pass-book. A few natives of the Ellice Islands have opened accounts with the Government Savings Bank in Fiji.

Currency.

All taxes, duties, fees, fines, and wages are payable in British coin, but the currency commonly used in the Colony is Australian. A system of international money orders is established. Postal orders of values from 6d. to £1 are issued from Ocean Island only, but are cashed throughout the Colony.

Weights.

The local use of standard weights and measures of the United Kingdom is validated by Ordinance No. 10 of 1916.

XII.—PUBLIC WORKS.

The Public Works Department consists of a European Superintendent of Works, who was appointed in 1930, and five native and half-caste carpenters. This staff is assisted, whenever practicable, by prison labour. In the absence of the Superintendent of Works, European officers of the District Administration and the Medical and Education Departments supervise the public works being carried out at their respective stations. The Native Governments supervise the communal works carried out by the natives on their respective islands. The Superintendent of Works periodically inspects and reports on the condition of all buildings, maintainable under the upkeep of stations vote, at the district stations in the Colony.

Ocean Island.—New offices for the Treasury, Customs and Postal Departments were completed. The construction was carried out with hollow concrete blocks. Two strong rooms were provided, also a Kaustine lavatory. Wiring in steel conduit for electric light was installed.

A fireproof gaol for Chinese prisoners was completed; the floor, parapet walls and flat roof all being constructed with concrete. Iron doors, and a new Kaustine latrine were provided. A barbed wire fence on tubular steel supports, set in cement, was extended all round the gaol buildings.

New transit quarters, built of native materials, were completed. Wiring for electric lighting was run in wood casing; the kitchen and bath-room fresh water service was laid on from an adjacent cistern.

The two tubular steel masts at the Government wireless station were overhauled and repainted.

All the Government residential quarters at Headquarters are of wood-frame construction; the majority have been in service twenty years or more, and the work required on upkeep is becoming more frequent. The Residency, the Treasurer's quarters, and the Chinese Interpreter's quarters were all repainted. Opportunity was taken during the dry season experienced, to clean out the concrete underground cisterns on the station. A new fence 12 feet in height, with two gates, was erected around the Government tennis court.

Sliding door cupboards were built in all round the office of the Secretary to the Government, with rows of pigeon holes above. Electric light was installed.

New cisterns, shower head and piping, were fixed in the Banaban hospital. All Banaban native village latrines were reconditioned and repaired, twenty new double box seats were made and fitted.

Estimates and plans were prepared in connexion with the proposed work of transfer of Government Headquarters.

Gilbert Islands.—No public works of any importance were carried out at Beru and Butaritari during the year. At Tarawa, current repairs and improvements of a minor nature were effected. The boat harbour channel was deepened, two canoe sheds were rethatched, and the flag staff was repainted. All the Police married quarters were repaired; floors and posts were renewed where required. The single native quarters received attention, kitchens and bath houses were repaired and rethatched. The main entrance buoy was repainted.

Ellice Islands.—At Funafuti current repairs to the station were effected. A new Police office and store was built. Four quarters for the native staff were rebuilt of native materials, to an improved

design, and of a more permanent nature. The reclamation of the swamp area was continued, and was half completed.

Fanning Island.—A new house for the Clerk and Interpreter was put in hand and completed.

XIII.—JUSTICE, POLICE, AND PRISONS.

Justice.

Civil and criminal jurisdiction is exercised in the Colony by Deputy Commissioners sitting in Courts constituted under the Pacific Order in Council, 1893, *et seq.* In civil matters appeals may be made from these Courts to the Supreme Court of Fiji (vide Article 88 of the Pacific Order in Council, 1893). As regards criminal jurisdiction, all sentences of imprisonment exceeding six months or of fines exceeding £100, imposed by the Court held otherwise than before the High Commissioner or a Judicial Commissioner, are submitted automatically for review by the Supreme Court of Fiji, sitting as a Court of Appeal, (vide articles 80 and 81). If, in criminal proceedings, the accused be charged with an offence punishable with death or penal servitude for seven years or more, the Deputy Commissioner's Court has no power to try the case, but, if satisfied that there is reasonable ground to put accused upon his trial, must commit him for trial before a Judicial Commissioner.

There is practically no Police Court work in the Colony except at Ocean Island, where an average of about 700 charges are dealt with annually. In the absence of a resident judicial officer, the Resident Commissioner carries out the necessary magisterial duties at headquarters.

The business of the Ocean Island Court is chiefly connected with the application of the rules made under King's Regulation No. 1 of 1915 and Ordinance No. 9 of 1929 for the governance of approximately 600 native and 370 Chinese labourers locally employed by the British Phosphate Commissioners.

Statistics of the Court's work for the year 1933 are as follows :—

STATEMENT SHOWING NUMBER OF PERSONS TRIED IN HIGH COMMISSIONER'S COURT FOR THE WESTERN PACIFIC FOR THE YEAR 1933.
OCEAN ISLAND.

Offences.	How tried.		Nationality.		Fines.	Cautioned.		Dismissed.		Imprisoned.		Withdrawn.	
	Sum.	With Ass.	Nat.	Chi.	£ s. d.	Nat.	Chi.	Nat.	Chi.	Nat.	Chi.	Nat.	Chi.
Breach of Regulations	385	—	285	100	93 15 0	2	3	6	2	—	—	1	—
Gambling	56	—	56	—	35 8 6	—	—	—	—	—	—	—	—
Larceny	21	—	6	15	6 11 0	—	—	—	—	3	2	—	—
Default in payment of fines	30	—	—	30	—	—	—	—	4	—	16	—	—
Cruelty to Animal	1	—	—	1	1 0 0	—	—	—	—	—	—	—	—
Assault	2	—	(1 European)	1	—	—	—	(1 European)		—	1	—	—
Exposing naked person	1	—	1	—	—	—	—	1	—	—	—	—	—
Obstructing Police	5	—	4	1	1 5 0	—	—	—	—	2	1	—	—
Breach of Gaol Regulations	3	—	1	2	—	—	—	—	—	1	2	—	—
Unlawful possession	3	—	—	3	—	—	—	—	—	—	3	—	—
Rogue and Vagabond	3	—	—	3	—	—	—	—	—	—	3	—	—
Travelling without permit	1	—	1	—	—	—	—	—	—	1	—	—	—
Trespass with intent to annoy female inmate.	1	—	1	—	—	—	—	—	—	1	—	—	—
Threatening and insulting behaviour	4	—	1	3	—	—	—	1	1	—	2	—	—
Receiving stolen property	1	—	—	1	—	—	—	—	—	—	1	—	—
Having unlawful carnal knowledge ...	1	—	1	(Case referred to Native Bowi)		—	—	—	—	—	—	—	—
Total	518	—	(1 European) 357	160	137 19 6	2	3	(1 European) 8	7	8	31	1	—

There are no practising barristers or solicitors in the Colony.

A code of Native Laws is administered in the Native Courts (consisting of island Magistrates and village headmen) under the supervision of Administrative Officers. A European officer has no power to try cases under the Native Laws, his function being limited to the review, alteration, and amendment of sentences inflicted by the Native Courts. Though the island Magistrates are, on the whole, surprisingly efficient considering their education, their chief weakness is an imperfect realization of the relative gravity of offences within the same class. The Magistrates tend too often to inflict the maximum sentence without regard to mitigating circumstances.

Island Regulations for the good order and cleanliness of the island are enacted by the Native Governments under authority of the Native Laws Ordinance No. 2 of 1917, such regulations being subject to the approval of the Administrative Officer, on behalf of the Resident Commissioner. These regulations have been published in book-form in the English, Gilbertese, and Samoan languages.

Police.

The Police of the Colony consist of an Armed Constabulary constituted under Ordinance No. 9 of 1916, and an Island Police Force appointed under the Native Laws Ordinance No. 2 of 1917. The Armed Constabulary is under the command of the Resident Commissioner. A European Officer of Constabulary is in charge of the Police establishment at Ocean Island. The non-commissioned officers and men are natives, the authorized strength being 70. The native Magistrate of each island is responsible for the supervision of the Island Police Force, whose total numerical strength in the Colony stands at 272.

Of the 70 non-commissioned officers and men in the Armed Constabulary, 50 are stationed at Ocean Island where regular beat, night patrol, and guard duties are carried out, and special constables are supplied as required to maintain discipline and order. The majority of the Police stationed at Ocean Island are Ellice Islanders who have proved themselves to be patient, good natured, and intelligent in handling the mixed races of the community. In addition they excel in handling boats through the surf when landing and embarking medical and customs officers, passengers, and mails.

Prisons.

There are five Colonial gaols in the Gilbert and Ellice Islands Colony established at Ocean Island, Funafuti, and Fanning Island, respectively, and two at Tarawa Island (i.e., Betio and Bairiki). To these gaols are usually sent prisoners who are undergoing sentences of over six months' imprisonment, while other prisoners sentenced by the Native Courts serve their term of imprisonment in island prisons, of which there is one on every island in the Gilbert

and Ellice Groups. Schedule C of the Gilbert and Ellice Gaol and Prison Ordinance, 1916, lays down that a Government Medical Officer, shall, when in residence, visit the gaol at least three times a week and if practicable visit prisoners in solitary confinement daily. It is also his duty to examine every prisoner on his admission to the gaol and report to the Resident Commissioner any matter which requires attention in view of the medical or sanitary interest of the prisoners. He must render a full report on the death of any prisoner and carry out a post-mortem examination if he so deems it necessary. It is his duty in addition to attend the execution of every capital sentence and every infliction of corporal punishment within the prison.

Prisoners in Colony gaols are, as far as possible, trained in some useful occupation during the period of their imprisonment. By being attached to station carpenters' shops and by being required to help in the construction of boats, houses, stores, etc., they acquire knowledge which they are able to turn to good account after their release from prison. It is a well-known fact locally that a native who has served one or more terms of imprisonment is the best man to employ as a domestic servant. The rations provided being slightly more abundant than a native is able to afford in his own home, and the discipline of work, food, and sleep being far more regular than those which he would ordinarily observe, he usually leaves prison a heavier and healthier man than he was at the time of his conviction.

Juvenile Offenders.—It has not been found necessary to establish a system of treatment of juvenile offenders. The social and moral codes of the natives and the general effect of educational and Mission influences are such that on the very few occasions that a juvenile comes before the Court, it is for some trivial offence, for which as a rule a warning suffices.

Payment of fines.—The Court almost invariably gives an offender a reasonable time to pay a fine imposed, if satisfied that the fine cannot be paid immediately but will be paid if time is allowed. The time allowed varies according to the circumstances of the case and the nature of the offence. An offender who defaults and is imprisoned is released on payment of a proportion of the fine equivalent to the unexpired portion of his term of imprisonment.

XIV.—LEGISLATION.

The following Ordinances were enacted during the period 1st July, 1932, to 31st December, 1933 :—

No. 4 of 1932.—To carry out certain provisions of an International Convention relating to the simplification of Customs Formalities.

No. 5 of 1932.—To prohibit the use of the Red Cross Emblem in connection with any trade, business calling or profession.

No. 6 of 1932.—To amend the law relating to the Registration of United Kingdom Patents.

No. 7 of 1932.—To provide for the grant of exemption in respect of Christmas Island from certain provisions of the law relating to Customs.

No. 8 of 1932.—To provide for the creation of minimum wage-fixing machinery.

No. 1 of 1933.—To give effects to the provisions of the International Convention relating to Forced or Compulsory Labour.

No. 2 of 1933.—To amend the law relating to the Registration of United Kingdom Patents.

No. 3 of 1933.—To amend the Gilbert and Ellice (Customs) Regulation 1912.

No. 4 of 1933.—To amend the Gilbert and Ellice (Labour) Regulation 1915.

There is no factory legislation in the Colony, no legislation dealing with compensation for accidents, nor legislative provision for old age ; but under section 40 of King's Regulation No. 1 of 1915 and paragraphs 13 to 15 of the Schedule to the Employees Control Ordinance No. 9 of 1929, provision is made for the treatment of sickness amongst labourers free of charge.

XV.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The totals of revenue and expenditure of the Colony for the last seven years were as follows :—

	Revenue.			*Expenditure.*		
	£	s.	d.	£	s.	d.
1926–27	52,925	1	5	44,869	13	5
1927–28	71,964	16	1	45,632	9	6
1928–29	73,712	1	3	60,595	0	9
1929–30	67,105	11	7	59,324	3	5
1930–31	63,704	16	10	61,453	14	2
1931–32	49,110	10	9	53,946	11	10
1932–33	59,399	17	3	46,753	9	4

Revenue.

The following are the details of revenue for the periods 1930–31 to 1932–33 :—

	1930–31.	*1931–32.*	*1932–33.*
	£ s. d.	£ s. d.	£ s. d.
Customs Duties	28,717 9 2	19,285 19 11	22,985 2 11
Native taxes, etc. ...	4,949 9 6	5,248 14 10	6,205 8 11
Licences, etc.	13,419 7 1	10,548 17 8	11,046 3 3
Fees of Court, etc. ...	4,630 0 10	4,243 18 8	4,391 1 10
Post Office...	521 1 5	475 7 7	463 14 11
Telegraphs	442 8 10	92 2 9	135 5 6
Royalties	4,785 12 6	3,043 9 0	5,700 15 0
Interest	4,281 0 2	4,836 19 5	4,372 4 9
Miscellaneous	1,208 7 4	772 10 11	3,350 0 2
Imperial Grant	750 0 0	562 10 0	750 0 0
	£63,704 16 10	£49,110 10 9	£59,399 17 3

The figures for the financial year under review show a marked improvement on the figures for the preceding year and would appear to indicate that the peak of the depression period has been passed. The increase under Customs duties is satisfactory although the revenue derived therefrom is still considerably below the average for the three years ended 30th June, 1931. Perhaps the most outstanding sign of improvement in world economic conditions is the amount shown under Miscellaneous—in this figure is included the sum of £2,639 13s. 0d. which represents the amount by which Colony investments in the United Kingdom appreciated during the year. In the previous year investments were depreciated by some £1,697 16*s.* 9d., but this sum covered the difference in market values over a period of several years and did not represent the depreciation in that year only.

The actual revenue collected exceeded the estimated sum by £4,780 17s. 3d. and exceeded the actual expenditure for the year by £12,646 7s. 11d.

Although the state of the copra market continues to give concern the amount derived from export duty on this commodity increased by £960 10s. 0d. to £3,503 0s. 0d., representing exports totalling 7,006 tons exclusive of exports from Fanning and Christmas Islands.

Revenue realized from the sale of copra collected in respect of the native land tax advances or declines each year in sympathy with the ruling market price at a given date. The price in 1932–33 was based on London values and realized, including exchange, £8 17s. 4d. as against £7 14s. 0d. in the previous financial year.

Payment for tax copra was effected in Fiji, the rate of exchange varying between 11½ per cent. and 24½ per cent. and the amount estimated under this subhead (£4,728 0s. 0d.) was exceeded by £513 0s. 0d.

The Colony is directly interested, through the phosphate industry, in economic conditions in Australia and New Zealand, the export of phosphate varying in accordance with the requirements of the countries named. Improved conditions are reflected in an increase of Royalties in 1932–33 amounting to £2,557 6s. 0d.

Expenditure.

Details of expenditure for the periods 1930–31 to 1932–33 are appended hereto :—

	1930–31.	*1931–32.*	*1932–33.*
	£ s. d.	£ s. d.	£ s. d.
Pensions, etc.	493 7 5	2,622 9 5	1,934 13 6
High Commissioner's Department.	2,358 13 5	2,297 6 4	2,356 17 5
Resident Commissioner's Department.	3,484 4 0	3,155 3 8	2,895 9 11
Treasury and Customs ...	1,666 19 5	2,364 10 11	1,842 15 6
District Administration ...	5,086 12 3	3,472 5 0	3,269 4 11
Police and Prisons ...	7,801 6 3	6,426 2 8	6,535 16 11
Ocean and Fanning Islands Defence Forces.	24 3 11	15 10 0	18 8 4
Medical	10,951 4 1	10,205 10 8	9,686 10 5
Transport	7,333 17 8	6,029 6 1	4,710 7 2
Post Office	501 16 2	520 5 7	510 13 9
Telegraph	1,576 4 6	1,028 13 1	1,184 1 6
Audit Department	359 2 2	255 0 0	407 15 8
Miscellaneous...	2,811 10 8	4,940 18 8	2,113 4 3
Lands Commission	64 16 4	—	—
Education	4,721 5 3	4,602 10 5	4,655 0 0
Public Works Department ...	1,157 6 11	1,189 4 9	924 16 6
Public Works Annually Recurrent.	1,264 10 7	1,047 4 11	953 13 7
Public Works Extraordinary	5,965 3 1	648 5 4	300 2 11
Island Administration ...	3,831 10 1	3,126 4 4	2,453 17 1
	£61,453 14 2	£53,946 11 10	£46,753 9 4

The actual expenditure for the year as compared with the estimated sum showed a saving of £5,827 10s. 8d., a result that was achieved only by the exercise of the most rigid economy and control of expenditure in all departments. This saving is the more marked if consideration is given to the fact that supplementary expenditure amounting to £3,843 19s. 3d. is included in the total expenditure.

Under the head of Pensions, etc., the expenditure, although considerably less than that for the preceding year, was nevertheless £803 13s. 6d. in excess of the estimated provision. The excess was due to the retirement from the services of other Administrations of officials whose total service included pensionable service with the Colony, and part of whose pensions and gratuities are a charge upon Colony revenue. The retirement of these officials could not be foreseen locally.

The large decrease in the figures under the head of Miscellaneous as compared with the figures for the year 1931–32 is largely accounted for by the fact that in the previous year the depreciation in value of Colony investments formed a charge against this head, whereas, as stated above, the value of investments appreciated during the financial year under review.

In view of anticipated financial stringency the programme of Public Works Extraordinary was again reduced to the minimum consistent with barest requirements, the total expenditure under this head being £15 2s. 11d. in excess of the estimated appropriation of £285 0s. 0d.

Expenditure under Island Administration is subject to fluctuation consequent upon irregularity of communication within the Colony. These conditions frequently render it impossible for all islands to be visited and supplied with funds for necessary services within the financial year to which they relate and the result is that expenditure in respect of a given financial year, together with expenditure relative to the subsequent year, is brought to account in the latter financial year.

Public Debt.

The Colony has no Public Debt.

Assets and Liabilities.

Assets and liabilities of the Colony as at the 30th June, 1933, were as follows :—

	Assets.			*Liabilities.*		
	£	s.	d.	£	s.	d.
Cash in hand and at Bank ...	7,676	12	6			
Cash on Fixed Deposit	105,000	0	0			
Drafts and Remittances	2,770	19	0			
Deposits :—						
Estate M. Shea (deceased)— Invested				450	0	0
Banaban Royalties— Invested				27,734	7	6
Banaban Provident Fund— Invested				24,818	2	6
Banaban Landowners Fund (Mining Area)— Invested				22,500	0	0
Banaban Landowners' Fund (Non-Mining Area)— Invested				254	8	4
Other				12,495	17	6
Advances :—						
Joint Colonial Fund				3,300	0	0
Other	545	0	0			
Imprests	2,862	18	6			
Investments :—						
Colony (Crown Agents) ...	20,968	4	9			
Banaban Royalties	24,313	1	0			
Banaban Royalties (Fixed Deposits).	3,421	6	6			
Banaban Provident Fund ...	9,096	12	6			
Banaban Provident Fund (Fixed Deposits).	15,721	10	0			
Banaban Landowners Fund (Mining Area).	22,500	0	0			
Banaban Landowners' Fund (Non-Mining Area).	254	8	4			
Estate M. Shea (deceased) ...	450	0	0			
Excess of assets over liabilities ...				124,010	11	8
	£215,580	0	0	£215,563	7	6

Taxation.

The main heads of taxation are enumerated hereunder, together with the yield in 1932–33 under each head :—

(*a*) Import duties, (£19,482 6s. 5d.); (*b*) Export tax at 10s. per ton on Copra, (£3,502 16s. 8d.); (*c*) Native land tax, assessed annually according to the productivity of each island and payable in copra, (£5,241 0s. 11d.); (*d*) Licences, etc., (£3,870 3s. 3d.); (*e*) Capitation tax at £10 per caput per annum on non-natives of the Pacific Islands (other than public officers, ministers of religion, and certain others), (£5,676 0s. 0d.)—(the bulk of this taxation being received in respect of Chinese employed on Ocean Island in the phosphate industry); (*f*) Commuted taxation covering duties, licences, etc., etc., at Fanning and Christmas Islands amounting to £1,600 0s. 0d. per annum, of which total £1,000 0s. 0d. is paid by the Fanning Island Company, Limited, and £200 0s. 0d. by the Central Pacific Coconut Plantations, Limited. In addition to the foregoing main sources of taxation a royalty of 6d. per ton is received in respect of each ton of phosphate exported from Ocean Island, the amount received during the year 1932–33 being £5,600 15s. 0d. as against £3,043 9s. 0d. in the previous year.

Customs Tariff.

The general duty on imports is 12½ per cent. *ad valorem*. The only other *ad valorem* rates are 10 per cent. on machinery and component parts, 15 per cent. on bicycles, motor-cycles, perfumery (other than perfumed spirits) and musical instruments and appliances; and 20 per cent. on jewellery (including watches of all kinds).

Specific duties are as follows :—

Malt liquors, etc.	3s. per gallon.
Wines, still	4s. per gallon.
Wines, sparkling	10s. per gallon.
Spirits	£1 6s. per gallon.
Spirits, methylated	2s. per gallon.
Benzine, petrol, etc., and crude oil ...	4d. per gallon.
Oils in bulk, other than medicinal oils	6d. per gallon.
Kerosene, according to closed flash test	3d. or 6d. per gallon.
Tobacco, manufactured, in tins ...	5s. per lb.
Tobacco, manufactured, in packets or plugs	3s. per lb.
Tobacco, twist or leaf	2s. per lb.
Cigarettes	6s. per lb.
Cigars	7s. 6d. per lb.
Dynamite, gelignite, blasting powder, etc.	6d. per lb.
Anchors and chains	½d. per lb.

Playing cards	1s. per pack.
Iron, galvanized	£3 per ton.
Iron, black	£1 10s. per ton.
Iron, pig or scrap	£1 per ton.
Wire rope	£3 per ton.
Cement	8d. per cwt.
Putty	3s. per cwt.
Paints and colours, other than mixed paints	4s. per cwt.
Tanks, iron	10s. each.
Timber, dressed	2s. per 100 ft. super.
Timber, undressed	1s. 6d. per 100 ft. super.

The following goods are exempt from duty :—Animals, printed matter, coal and coke, coats of arms, coin of the realm, coconuts, copra, curiosities of the South Sea Islands, cylinders for gas or ammonia, cinema films, flags, flour, fruit (fresh or tinned), foods suitable for infants and labelled as such, mosquito netting, manures, milk (tinned), official uniforms, pictures and photographs (unframed), postage stamps, rice, rifles and prizes for Rifle Clubs, household soap, sugar, sailcloth, vaccine, vegetables (fresh or tinned), and articles imported for religious and educational purposes. Personal and household effects within the prescribed limits of £100 0s. 0d. per person are also exempt from duty on importation.

Excise and Stamp Duties.

There are no Excise duties. The only stamp duty is that charged under the provisions of Ordinance No. 14 of 1917, i.e., 2d. on every receipt (other than receipts issued by or to Government) for sums exceeding forty shillings.

Hut Tax or Poll Tax.

There is no hut or poll tax. A capitation tax of £10 0s. 0d. *per caput* per annum is levied upon non-natives of the Pacific Islands (with certain exceptions) and an annual tax, payable in copra, is levied upon landowners.

XVI.—MISSIONS

There are two Missions established in the Colony, the London Missionary Society (Congregationalist) and the Sacred Heart Mission (Catholic).

The headquarters of the London Missionary Society in the Gilbert Islands are at Rongorongo, Beru, where a central training school for native pastors and a printing press are established. A European staff of three ministers and one lay helper assisted by their wives and two other ladies carry on the work of the Group. The living

and housing conditions maintained at Rongorongo, both for natives and Europeans, reach a standard of comfort unequalled elsewhere in the Group.

The Ellice Islands come within the sphere of operations of the Samoan Branch of the London Missionary Society. There is no Catholic Mission in the Ellice Group.

The official headquarters of the Sacred Heart Mission are at present at Tarawa, but the Mission's printing press and central training school are situated in the neighbouring island of Abaiang. A staff of over fifty priests, sisters, and lay brothers is distributed over the Gilbert Group.

Approximately 43 per cent. of the natives of the Gilbert Group are adherents of the London Missionary Society and 35 per cent. are adherents of the Sacred Heart Mission, the remaining 22 per cent. still retaining their ancient faiths. All the natives of the Ellice Group are adherents to the London Missionary Society.

Ocean Island, where most of the European population of the Colony is concentrated, is visited once a year by a Church of England minister from Australia, who remains in residence for about a month. The European missionary of the London Missionary Society who resides at Nauru also visits Ocean Island once a year and conducts services for Europeans during his stay on the island.

XVII.—LANDS.

The native method of land-tenure may be described as a compromise between the communal and individual systems. In theory a landowner has only a life interest in the property, but in practice he is allowed by custom to exercise a reasonable initiative in the alienation of portions of his lands to relatives outside the immediate circle of his next-of-kin.

Most of the land in the Gilbert Group is needed for the support of the native population, but there is much spare coconut-producing land in the Ellice Islands, where many tons of copra are annually wasted. A real benefit would be conferred upon the native if these spare lands could be worked on behalf of the owners upon a profit-sharing basis.

Under existing legislation—Native Lands Ordinance No. 16 of 1917—no sale of native lands to non-natives is permitted, and no lease may be granted for a longer period than 99 years, nor for any one parcel of land in any one island of greater extent than five acres, without the approval of the High Commissioner.

A Native Lands Commission was constituted by Ordinance No. 8 of 1922 to determine questions of ownership and to establish new land registers. By Ordinance No. 2 of 1927 the appellate jurisdiction of the Resident Commissioner under the earlier Ordinance was transferred to the High Commissioner.

The purchase value of good coconut-bearing land in the Gilbert and Ellice Groups, as between native and native, varies from about £5 to £10 per acre according to the wealth of the particular community, and according to the locality where it is situated. If, however, a European wishes to lease land and have the use of the produce of the trees, the rental rate is assessed at about £3 per acre on the basis of an average copra yield of eight cwt. per acre. On Ocean Island special values obtain as phosphates deposits are taken into consideration.

The lands on Fanning, Washington, and Christmas Islands are in the hands of private companies and are not at present available for lease or purchase in sub-divided areas.

XVIII.—NATIVE CO-OPERATIVE SOCIETIES.

The fortunes of the Native Co-operative Societies during the period under review have been of a fluctuating nature, largely due to the world economic conditions, which have been much felt in these islands, where copra is the sole commodity produced by the natives. As a result of representations made to the High Commissioner during His Excellency's tour of the Colony in 1931 Native Co-operative Societies are not now required to pay a licence fee.

At present in the Colony there are two types of native trading societies :—

(*a*) Societies which have purchased or rent an existing trade store and buy from and sell to the general public.

These societies are purely trading concerns and not being regarded as proper Co-operative Societies, pay a yearly store licence at the same rate as individual traders.

(*b*) Native Co-operative Societies proper, who buy goods for, and purchase from, their members. These societies have a limited membership, an entrance fee, and all the transactions of the societies are with their own membership only.

Societies of this character do not pay any licence fee, transactions between the European firms and a given society being regarded in the same manner as transactions with a single individual.

While Native Co-operative Societies have been formed in virtually every island in both the Gilbert and Ellice Groups, it is still too early to state whether or not the movement will prove an ultimate success, and along what lines it will develop in the future. Draft legislation in this connexion is at present under consideration to regularize the organization of the Co-operative Societies and enable them to function more efficiently. In general it may be stated that the movement is better organized in the Southern Gilberts

district and the Ellice Group than elsewhere in the Colony. This has been chiefly due to the able guidance and encouragement of the Administrative Officers posted in those districts, and freedom from competition with the large European companies which are established in the Northern and Central Gilberts.

XIX.—WEATHER REPORTS AND RAINFALL STATISTICS.

Modern meteorological instruments are installed at Ocean Island, and supervised by an officer of the British Phosphate Commissioners, who specializes in this work, and at the Ellice Islands school, Vaitupu. Weather reports are telegraphed daily to Suva from Ocean Island and Vaitupu.

The monthly rainfall figures for Ocean Island, Tarawa (representing the Gilbert Islands), and Funafuti (representing the Ellice Islands), during the period 1st July, 1932, to 31st December, 1933, were as follows :—

1932.	*Ocean Island.*	*Tarawa. Gilbert Islands.*	*Funafuti. Ellice Islands.*
	Inches.	*Inches.*	*Inches.*
July	3·69	16·55	2·27
August	1·68	1·43	6·11
September ...	5·03	—	12·54
October	—	—	11·56
November	1·07	·19	12·99
December	·05	·16	11·69
1933.			
January	14·45	7·74	21·53
February	·76	·22	16·64
March	2·67	1·08	14·07
April	5·66	11·14	11·27
May	1·27	10·26	6·90
June	1·87	1·48	3·73
	38·20	50·25	131·30
July	9·14	8·92	2·87
August	2·39	1·68	7·06
September	·46	·57	5·76
October	·40	—	6·09
November	·22	·14	3·56
December	—	—	5·11
	12·61	11·31	30·45

XX.—MISCELLANEOUS.

His Honour the Resident Commissioner, Mr. A. F. Grimble C.M.G., departed for England on leave in August, 1932, and during the month of June, 1933, His Majesty was pleased to approve the appointment of Mr. Grimble as Administrator, St. Vincent. Mr. Grimble sailed for St. Vincent on the 23rd of June, 1933.

Mr. J. C. Barley, First District Officer, British Solomon Islands Protectorate, was appointed Resident Commissioner, Gilbert and Ellice Islands Colony, on the 18th October, 1933, and arrived at Funafuti from Suva in the Government vessel, the *Nimanoa*, on the 3rd of December. After making a tour of the Ellice Islands and visiting the principal centres in the Gilbert Group, His Honour and Mrs. Barley arrived at Ocean Island on the 9th of January, 1934.

During the period under review the first Blue Book of the Colony in respect of the financial year 1931-32 was printed and published by the Government Printer, Suva.

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* Copies of these publications may be seen in the Library of the Colonial Office.

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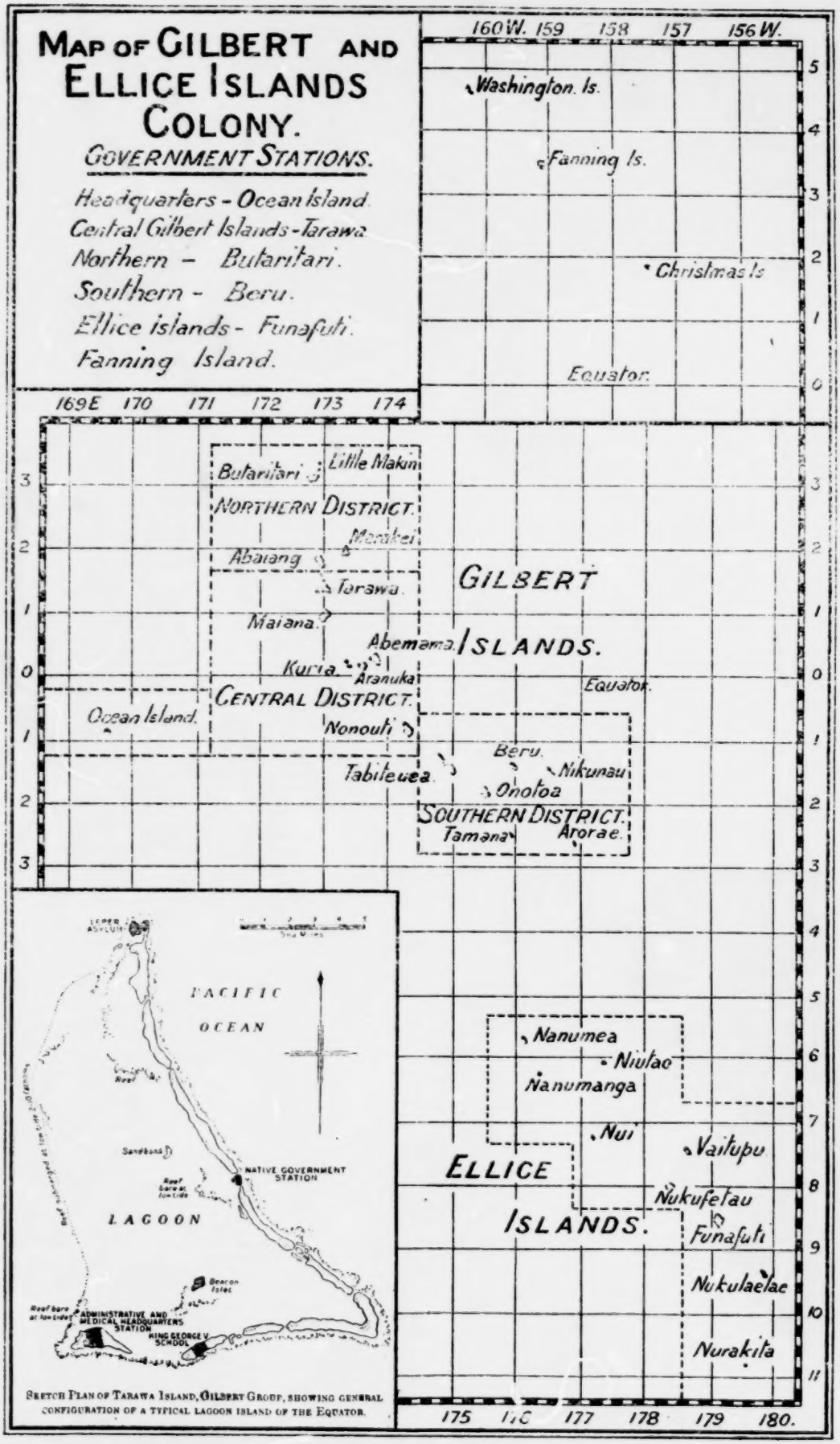

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[*Continued on page 3 of cover.*]

ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE GILBERT AND ELLICE ISLANDS COLONY FOR 1934

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	Composite Map of Gilbert and Ellice Groups; including a sketch plan of Tarawa, showing the general configuration of a typical lagoon island of the Equator.	

I.—GEOGRAPHY, CLIMATE, AND HISTORY.

The twenty-five islands of the Gilbert and Ellice Groups form a chain of coral atolls in mid-Pacific, cut by the Equator and lying close against the 180th meridian of longitude.

Beside these two Groups the Colony contains Ocean Island, some 250 miles to westward, and Fanning, Washington, and Christmas Islands, some 1,800 miles to eastward, of the Gilbert Group. The various components of the Colony are so scattered that a rectangle of a million square miles of ocean would not contain them all; and yet their aggregate area amounts to less than 200 square miles of land.

Geologically speaking, Ocean Island stands alone in the Colony, being an island of the "upheaved" type: its highest point is

280 feet above sea-level. This island, which is the Colony headquarters, is 1,500 acres in extent and possesses large deposits of phosphate of lime. All the other islands belong to the Central Pacific "area of subsidence", having been formed by the upward growth of coral around the flanks of mountains long since submerged. There is no island which rises as much as fifteen feet above sea-level, or exceeds in width five furlongs from beach to beach. The atolls are mere ribbons of land from five to fifty miles long, enclosing lagoons in most cases, and topped with a soil so sandy that it will support no useful plant save the coconut, the pandanus palm and coarse edible tubers of the taro (*calladium*) and babai (*alocasia indica*) families laboriously cultivated by the native.

The language of the Ellice Islands may be regarded as a dialect of Samoan; that of the Gilbert Islands is entirely different from the Ellice speech, and shows a strong relationship to certain dialects of the Melanesian area. No "pidgin" English is used in the Colony. Conversation is carried on either in plain English or the native tongue. The native languages are almost universally used, as only a few natives understand any language but their own. The Ellice Islanders converse among themselves in the Ellice dialect, but conduct church services, and write, in Samoan.

The Gilbertese of to-day are the descendants of a small, black-skinned people who, in about the third century of our era, suffered and absorbed an invasion by a large, tawny race of Samoan type. The Ellice Islanders are an offshoot of pure Samoan stock, who settled in the Group during the sixteenth century. There are no aboriginal inhabitants of Fanning, Washington, or Christmas Islands.

The climate is warm but not humid, and is tempered by the trade winds. The nights are cool for equatorial regions. The Colony is free from malaria and fevers of the typhoid group. In normal seasons the annual rainfall ranges from about 50 inches in the vicinity of the Equator to about 100 inches in the Northern Gilberts and 150 inches in the Southern Ellice Islands. In normal seasons the wettest months are December, January, and February, while the months with least rainfall are September and October. Ocean Island and the Gilbert Group are subject to drought. Fanning Island and the Southern Ellice Islands appear to be outside the area where drought conditions may be expected. Occasional west to north-west gales occur between October and March but the wind does not reach hurricane force. The Colony lies between the northern and southern equatorial hurricane belts.

The Gilbert Group was discovered, piecemeal, by British naval officers between 1765 and 1824; the Ellice Group, between 1781 and 1819. The first known white trader came to the Gilberts in 1837, and was responsible for the introduction of rum and guns to the natives of Tarawa. By 1846, when Commodore Wilkes

of the United States Navy visited the Gilbert and Ellice Islands, not a few beachcombers and traders had established themselves in both Groups. This was a period of great violence, when native factions were incited and actually led to battle by fugitives from the prisons of civilization, and the native name for the white man was "The Killer".

In 1856 the first missionary, Hiram Bingham, of the American (Boston) Board of Foreign Missions, preached Christianity in the Gilbert Islands. Between the 'fifties and the early 'nineties of last century, the Ellice Group became the happy hunting ground of the "black birders", who kidnapped thousands of natives for forced labour in the coffee plantations of Central America, and also introduced measles to the race. By these two evils the race was reduced from over 20,000 souls to under 3,000.

In 1892 the two Groups were proclaimed a British Protectorate by Captain H. M. Davis, of H.M.S. *Royalist*. The jurisdiction of the Resident Commissioner of the Protectorate was extended to Ocean Island by a Proclamation of 1900. At the expressed desire of the natives both Groups were annexed to His Majesty's dominions by an Order in Council of the 10th November, 1915, and were known as the Gilbert and Ellice Islands Colony as from the 12th of January, 1916.

Ocean Island, of which the inhabitants are closely related to the Gilbertese, was included within the boundaries of the Colony by an Order in Council of the 27th of January, 1916, which came into operation on the 3rd of April following. By the same Order, Fanning and Washington Islands were also made part of the Colony, while Christmas Island was included by an Order which took effect from the 10th of November, 1916.

The Union Group (three islands) lying about 250 miles north of Samoa was made part of the Colony by Order in Council of the 29th of February, 1916, and subsequently excluded and placed under the jurisdiction of the Governor-General in Council of the Dominion of New Zealand. The Orders in Council effecting this change were dated the 4th of November, 1926.

II.—GOVERNMENT.

The Colony is under the charge of a Resident Commissioner who resides at Ocean Island, which is the Colony headquarters, and who is responsible to the High Commissioner for the Western Pacific who resides in Fiji. There is no Executive or Legislative Council. The Ordinances are enacted by the High Commissioner under the provisions of the Pacific Order in Council, 1893.

The Colony is sub-divided into five administrative districts each under the charge of a European officer who is responsible to

the Resident Commissioner. The headquarters of these districts are at Tarawa, Butaritari and Beru in the Gilbert Group, Funafuti in the Ellice Group, and at Fanning Island.

Much of the work of administration is done by the natives themselves. Each island which has an indigenous population has its own native Government, constituted under the provisions of the Native Laws Ordinance, 1917, and presided over by a native Magistrate whose duties include the administration of the native laws and regulations, and the supervision of the island police, prisoners and prisons. The native Government maintains law and order under the general supervision of the European Administrative Officer of the district of which the island forms part. Each village is in charge of one or more local headmen according to its size and situation. The Magistrate in session with village headmen constitutes a monthly Court. On him falls the greater bulk of the executive work and responsibility and, except during the few days in each month when the native Court is in session, it is he who exercises general control, issues instructions, and decides questions on matters affecting the people as a whole. On each island also is a native Scribe who collects licence fees, fines, and tax copra from the natives, keeps records of Government cash received and disbursed, births, marriages, deaths, rainfall, shipping, and minutes of native Court proceedings, in prescribed books. He is also the local Postmaster. The population of 30,000 souls represents the largest body of natives under close and complete administration within the limits of the Western Pacific High Commission. The system of local government by native bodies under the supervision of European officers has reached a more advanced stage than elsewhere in the Pacific, and the day is in sight when it may become possible to allot even greater responsibilities to indigenous assemblies. The ultimate end in view is that the Gilbertese and Ellice peoples may learn to govern themselves.

III.—POPULATION.

The population of the Colony on the 31st December, 1934, based on the returns received from the various districts, was 34,337, comprising 33,739 natives, 360 Asiatics, and 238 Europeans. The population of Ocean Island amounted to 2,183, composed as follows:—652 Banabans, 948 Gilbert Islanders, 115 Ellice Islanders, 339 Chinese, 127 Europeans, one Fijian, and one Solomon Islander.

The population of Ocean Island, which reveals an increase on the figures given in the previous Annual Report, varies considerably from year to year dependent upon the numbers of indentured labourers employed by the British Phosphate Commissioners.

The distribution of the population throughout the Colony and the incidence of native births and deaths were as follows :—

	Population.			
	Natives.	*Europeans.*	*Asiatics.*	*Total.*
Ocean Island :—				
Total	1,717	127	339	2,183
Gilbert Islands :—				
Little Makin	781	1	—	782
Butaritari	1,760	11	11	1,782
Marakei	1,713	3	—	1,716
Abaiang	2,661	16	—	2,677
Tarawa	2,981	19	2	3,002
Maiana	1,477	2	1	1,480
Kuria	294	1	—	295
Aranuka...	313	1	—	314
Abemama	965	5	2	972
Nonouti	2,348	5	—	2,353
Tabiteuea	3,848	4	1	3,853
Beru	2,368	10	1	2,379
Nikunau	1,754	4	—	1,758
Onotoa	1,697	—	—	1,697
Tamana	1,051	—	—	1,051
Arorae	1,547	—	—	1,547
Total	27,558	82	18	27,658
Ellice Islands :—				
Nanumea	922	—	—	922
Nanumaga	468	—	—	468
Niutao	665	—	—	665
Nui	423	—	—	423
Vaitupu	630	—	—	630
Nukufetau	414	—	—	414
Funafuti	429	1	—	430
Nukulaelae	236	—	—	236
Niulakita	33	—	—	33
Total	4,220	1	—	4,221
Fanning Island	244	28	3	275
Christmas Island	No statistics available.			
Washington Island				
Colony Totals...	33,739	238	360	34,337

BIRTHS AND DEATHS.

	Births.	*Deaths.*
Ocean Island	33	54
Gilbert Islands :—		
Little Makin	47	19
Butaritari	64	46
Marakei	49	55
Abaiang...	77	70
Tarawa	65	97
Maiana	36	27
Kuria	8	3
Aranuka	10	4
Abemama	39	17
Nonouti...	80	55
Tabiteuea	113	86
Beru	66	42
Nikunau	80	48
Onotoa	71	58
Tamana	45	31
Arorae	57	25
Total	907	683
Ellice Islands :—		
Nanumea	24	13
Nanumaga	21	11
Niutao	27	10
Nui	11	11
Vaitupu...	30	25
Nukufetau	23	7
Funafuti	14	12
Nukulaelae	10	3
Niulakita	—	1
Total	160	93
Fanning Island	12	2
Washington Island	No statistics available.	
Christmas Island		
Total	12	2
Colony Totals	1,112	832

The small but steady annual increase in the population of the Colony is still being maintained, although it will be noticed that the number of deaths during the year on the islands of Banaba (Ocean Island), Marakei, and Tarawa exceeded the number of births

during that period. The serious drought experienced at Banaba, culminating in an outbreak of beriberi was responsible for a large number of deaths at that island, and an epidemic of influenza, probably introduced into the Colony by one of the vessels loading copra at Tarawa, subsequently spread to other islands and was responsible for a number of deaths at the islands of Tarawa and Marakei.

Owing to the uncertain state of the copra market the Fanning Island Company withdrew all their employees, both European and native, from Washington Island during the period under review.

The number of marriages celebrated in the Colony during the year 1934 was as follows :—

Natives 378 ; Europeans 1 ; Asiatics Nil.

The rate of infantile mortality in the Colony during the year was 189·8 per 1,000 births.

IV.—HEALTH.

Hospitals and Asylums.

Tarawa Central Hospital.—The Medical Department is administered from Tarawa Island, the Tarawa Central Hospital, which is a Colony Government hospital, being the chief medical institution in the Group. Cases of sickness which cannot be treated by native dressers at smaller hospitals are sent to Tarawa Central Hospital for operative or other treatment at the hands of the senior staff. The Senior Medical Officer is resident at this hospital.

The following statistics show the medical work of the Tarawa Central Hospital during 1934 :—

In-patients treated	179
Treatments to out-patients	2,693
Operations performed	185
Anti-yaws injections given	355
Deaths in hospital	10

The Funafuti Hospital is also a Colony Government hospital. It is the central hospital for the Ellice Group, and cases for medical and operative treatment are brought to it whenever the opportunity offers. The Medical Officer for the Ellice Islands has been absent during the whole of the year and the hospital has been in the charge of a senior native medical practitioner assisted by a junior native medical practitioner and a staff of native dressers and nurses.

The following statistics show the work performed at the Funafuti Hospital during 1934 :—

In-patients treated	81
Treatments to out-patients	3,584
Operations performed	269
Anti-yaws injections given	532
Deaths in hospital	5

Central Leper Asylum, Tarawa.—Cases of leprosy occurring in the Group are brought to this asylum whenever the opportunity offers. The Island dressers are quick to recognize cases of leprosy among the people under their care and take steps to isolate them from all other people until such time as they can be seen by a medical officer and brought to the Asylum.

The following are the figures for the asylum for 1934 :—

In the asylum at the end of 1933	27
Admitted during 1934	4
Died during 1934	6
Remaining in the asylum at end of 1934 ...	25

Island hospitals.—These are established at each of the Gilbert and Ellice Islands. On two of the larger Gilbert Islands there are two hospitals, one each at the north and south ends. These hospitals are staffed and supplied with medicines, etc., by the Colony Government from the Tarawa Central Hospital in the Gilberts and from the Funafuti Hospital in the Ellice. Each Island dresser travels about his island regularly in addition to attending to his patients in the hospital. At each of the larger islands there are at least two dressers, but at every hospital there is one dresser who is able to perform minor operations such as the extraction of teeth or the treatment of injuries, and is also able to give injections of Novarsenobillon for the treatment of yaws.

The following figures show the work done by the dressers in the Group during the year :—

In-patients treated	2,863
Treatments to out-patients	38,206
Operations performed	1,530
Anti-yaws injections given	9,186
Deaths at Island hospitals	211

Mental Hospital.—This is an adjunct to the Tarawa Central Hospital and is in the direct charge of the Senior Medical Officer. All patients are well cared for and the majority are given light duties to perform which keep them fit physically and help considerably to improve their mental condition.

The following are the figures of admissions, discharges, etc. :—

In lunatic asylum at end of 1933	9
Admitted during 1934	6
Discharged during 1934	4
Remaining at end of 1934	11

General Health Work.

Yaws.—The incidence of "evident" yaws in the group has declined greatly. As has been stated, Island dressers are able to give weekly injections for the treatment of this crippling disease, and the beneficial effect of this work is quite evident to anyone travelling through the various villages. The natives have come to put so much faith in the "needle" that they present themselves

at the hospitals on injection days without any *vis a tergo* on the part of the dresser. Such is their faith, that many persons who "feel a bit run down" or who have slight or imaginary pains also come for an injection, which, they state, makes them feel strong again. No person who presents himself for an injection is refused treatment.

Tuberculosis still remains the most fatal of all the maladies of the natives. However, the incidence of tubercular adenitis which was so common some years ago, certainly appears to be diminishing. No doubt the operative measures which have been practised in the Colony during recent years, combined with the administration of cod-liver oil and other vitamin-containing substances such as "Ostelin" have had a great deal to do with the reduction of tubercular adenitis in children. Other manifestations of tuberculosis, however, continue to appear and seven of the ten deaths which occurred at the Tarawa Central Hospital during 1934 were directly due to tuberculosis.

Filariasis and *elephantiasis* do not occur in the Gilbert Islands but they are very common in the Ellice Group. Much work has been done in the Ellice Islands for the relief of this condition.

Malaria.—Fortunately, this disease does not occur in the Colony.

Venereal disease.—This is very rare. Syphilis is unknown in the Colony but a few cases of gonorrhoea occur, which, however, respond readily to simple treatment.

Chicken-pox is endemic, as is also *dysentery*, but fatalities from either are rare.

Smallpox has never been introduced into the Colony. Strict precautions are, of course, taken against its introduction and, during 1934, a large percentage of the population was vaccinated. The remainder will be vaccinated as soon as time and circumstances permit.

Maternity and Child Welfare.

With the exception of such places as Mission schools where discipline is, of necessity, strict, no organised child welfare work is at present possible in the Gilbert Islands. The people have yet to learn the elements of hygiene. There are certain laws which say: "Thou shalt do this" and "Thou shalt not do that," but, unfortunately, the reason for the observance of these laws is not understood by the native. European officers of the Medical Department have not had the time or opportunities to give systematic instruction to the Gilbertese in relation to public health, but it is hoped that, in the near future, native medical practitioners will be able to bring about an improvement in the hygiene of the living conditions of the natives. Until such is in being, it is impossible to attempt anything in the way of child welfare in the Gilbert

Islands. At present, a Medical Officer, either European or native, is never consulted by expectant native mothers, and confinements are usually conducted by some old native woman who, through custom, has become recognized by the natives as a midwife.

In the Ellice Islands, the people are far more intelligent and enterprising than the Gilbertese, and, by much hard work, the Medical Officer and his staff have been able to train young girls as nurses. These nurses are doing good work among their own people in the care, treatment and feeding of infants.

V.—HOUSING.

Europeans in the service of the Government and industrial and trading firms in the Colony are provided with separate houses of the bungalow type which, with few exceptions, are built with European materials. There is no hotel or other accommodation for tourists or visitors at any of the islands of the Colony.

The Chinese labourers employed on Ocean Island by the British Phosphate Commissioners are housed in their own location, the construction of which was completed during 1930. The location contains dwellings, mess-rooms and offices, and two spacious recreation rooms. The work is carried out in reinforced concrete and fibrolite, and the roofs are fibrolite tiled.

The Commissioners' indentured native labourers, together with the labourers' wives and families, are also housed under conditions of cleanliness and comfort. The houses of the married quarters are built with a timber frame and floor, while the roofs are fibrolite tiled. The houses are partitioned medially, and kitchens are provided wherein each family may cook its own food. The whole structure is raised some two feet above the ground on concrete piles.

The houses of the unmarried quarters vary in character. Some are concrete houses with fibrolite tiled roofs, while others have a timber structure with concrete floors and galvanized iron roofs. The unmarried labourers eat in a communal mess-room.

The buildings in which the Chinese and indentured native labourers are housed are owned by the British Phosphate Commissioners and are maintained in a good state of repair. Adequate sanitary arrangements are provided and during the period under review two additional combined bathrooms and latrines were erected in the unmarried native labourers' quarters.

The erection of a new hospital for the accommodation of European patients was completed by the British Phosphate Commissioners during the year under review. The building contains three separate wards and a separate office for the Medical Officer, Ocean Island.

A programme was instituted by the British Phosphate Commissioners during the year for the erection of three new houses for the use of the European married staff. One of these houses, which are built in concrete, was half-completed at the close of the year.

A regular inspection of these buildings is carried out by the Medical Officer, Ocean Island, the Officer in Charge of Constabulary, Ocean Island, and the Manager of the British Phosphate Commissioners, and in this way defects are noted, complaints received and rectified, and a high standard of housing conditions prevails.

All houses occupied by Europeans and Chinese, and the Chinese and indentured native locations, are lighted by electricity.

The Banabans (natives of Ocean Island) are not indentured, and live in their own native villages. Between 80 and 100 Banabans are, however, employed by the British Phosphate Commissioners as day labourers.

Provision was made in the Colony Estimates for the financial year 1934–35 for the continuation of the work of reconstruction of the Police Lines at Ocean Island. The necessary materials were ordered as soon as the Draft Estimates had been approved but work had not been begun at the close of the calendar year.

At Fanning Island the indentured labourers are Gilbertese and are housed in suitable buildings constructed with European materials. These buildings are inspected by the Administrative Officer and the Medical Officer stationed at the Island.

In the Gilbert and Ellice Groups the native employees of the Government and trading firms are provided with buildings, outhouses, etc., similar in every respect to those in the native villages.

King's Regulation No. 1 of 1915 provides that no dwelling which, in the opinion of the Resident Commissioner or certain other officers mentioned therein, is unfit for habitation shall be assigned to any labourer. In addition to Sections 33 to 36 inclusive of the Regulation mentioned, the Gilbert and Ellice Public Health Ordinance, No. 8 of 1929, provides for the enforcement of sanitary laws.

VI.—PRODUCTION.

The principal products of the Colony are phosphate of lime obtained at Ocean Island, and copra from all the other islands. A small quantity of shark fins is also exported.

Phosphate of lime.—The most important product is the phosphate of lime mined on Ocean Island by the British Phosphate Commissioners. The deposits of the mineral on Ocean Island and the neighbouring island of Nauru (also worked by the British Phosphate Commissioners) give a higher phosphoric acid reaction than those of any other known area. All the phosphate mined is exported.

The quantities and values of phosphate exported during the six calendar years 1929-1934, are shown in the following table :—

Year.	*Tons.*	*Value.* £ s. d.
1929	226,710	283,387 10 0
1930	172,050	202,435 19 0
1931	129,868	159,115 5 0
1932	196,875	265,781 5 0
1933	188,150	251,917 16 6
1934	211,250	279,906 5 0

The Europeans employed by the British Phosphate Commissioners are engaged in the United Kingdom or Australia for limited periods according to the nature of their respective duties. They are provided with free partly-furnished quarters. The Chinese are obtained from Hong Kong and sign a three-years' agreement. They are not accompanied by their womenfolk. The Gilbertese labourers are recruited under the provisions of King's Regulation No. 1 of 1915 and amending Ordinances. Their term of service is twelve months, and one-third of their number are accompanied by their wives and a limited number of children. The Chinese and Gilbertese recruited labourers are provided with free quarters and rations. The Banabans, although in regular employment, are classed as casual labourers and live in their own villages.

Copra is the product of all islands in the Colony except Ocean Island. At Fanning and Washington Islands, Gilbertese recruited labourers are employed for the purpose of planting the lands and making copra. Their term of service is three years but by mutual consent the term may be extended to four years. Tahitian labour is employed at Christmas Island. In the Gilbert and Ellice Groups all the coconut-bearing lands are in the hands of natives. These lands are not cultivated, and the copra represents the coconuts in excess of what is required by the natives for domestic consumption. The Gilbert and Ellice Groups have no other industry on which to fall back should the demand for copra cease.

The quantities and values of copra exported during the six calendar years 1929–1934 are shown in the following table :—

Year.	*Tons.*	*Value.*
		£
1929	2,875	45,324
1930	6,115	94,222
1931	7,397	90,710
1932	6,559	66,077
1933	6,968	67,978
1934	5,259	31,225

Mat-making.—The mats woven by native women of pandanus leaf are among the finest in the Pacific. The Gilbertese mats depend upon texture and finish for their appeal ; those made in the Ellice Islands are less finely plaited, but are decorated with woven designs of striking colour. Hats of a texture and durability equal to the best Panama are also produced, and can be made to any size or shape, if blocks be supplied. Fans are manufactured of prepared leaf and coloured feathers. Baskets and bags of beautiful design and workmanship can be made to any pattern. There is no limit to the ingenuity of the native women in the manufacture of fine plaited articles. There is, however, only a local market for these articles.

Pearl shell exists in the lagoon of Christmas Island, but the lessees (Central Pacific Coconut Plantations, Limited) do not pay much attention to the export of this commodity. Shell has also been

found in Onotoa Lagoon (Southern Gilberts), but cannot be worked by naked diving, owing to the presence of a ferocious type of eel.

VII.—COMMERCE.

Details of the goods imported during the financial year ended the 30th June, 1934, are as follows :—

General Description	*Value*
	£
Alcoholic liquors	2,498
Bicycles...	773
Building material	1,215
Cement...	2,350
Coal	1,963
Crude oil	2,833
Drapery...	9,564
Explosives and fuse	915
Fishing materials	618
Flour	973
Fruits and vegetables	2,051
Hardware	4,550
Kerosene	988
Lubricating oil	1,201
Machinery	8,676
Medical goods	2,219
Milk	974
Provisions, sundry	17,118
Rice	4,131
Sugar	2,095
Timber	2,907
Tobacco...	6,261
Miscellaneous	17,556
	£94,429

The gross value of imports and the gross value and tonnage of exports for the five years ended 30th of June, 1934, were respectively as follows :—

Year.	*Imports.*	*Exports.*	
		Value.	*Tonnage.*
	£	£	
1929–30	148,779	351,496	213,328
1930–31	194,425	253,344	156,563
1931–32	114,511	259,120	148,915
1932–33	117,920	398,068	233,200
1933–34	94,429	259,843	179,276

Most of the imported goods are shipped out of Australian ports and are produced in the United Kingdom and Australia. The balance comes from New Zealand, America, Japan, and China. Most of the goods brought to Ocean Island arrive in British ships, but the goods brought direct to other parts of the Colony arrive mainly in foreign ships.

Nearly all the phosphate of lime is exported to Australia and New Zealand and is carried mainly in British ships. During the period under review, however, one shipment of 7,500 tons was exported direct to Holland from Ocean Island. The balance is shipped to Japan.

All the copra produced in the Colony is normally exported in foreign vessels to America or Japan, but during the period under review two shipments were sent direct from Tarawa to Spain and Italy respectively, in British vessels, chartered by Messrs. Burns Philp (South Sea) Company, Limited. The low price of copra in the world's markets made it still necessary for copra sacks to be admitted free of duty, and a sliding scale of export duty on copra, based on the London price of this commodity at the end of each month, was introduced to assist the trading firms in the Colony.

The price paid to native co-operative societies and non-native traders during the year under review was £3 per ton, and to individual natives £2 10s. per ton. These are the lowest prices yet recorded in the history of the Colony, and it is not, therefore, surprising that the tonnage of copra exported during the year fell to 3,626 tons, or under half the quantity exported during the financial year 1932–33.

During the latter part of the year Messrs. W. R. Carpenter and Sons, Limited, combined with Messrs. On Chong and Company, Limited, the Chinese firm trading at Butaritari, and it is hoped that the presence of another active trading firm in the Gilbert and Ellice Islands will lead to greater competition and a consequent increase in trading activities.

VIII.—WAGES AND COST OF LIVING.

Europeans.—Europeans in the service of the Government and industrial and trading concerns are provided with free partly furnished quarters. Unmarried employees of the British Phosphate Commissioners receive free board, lodging, and laundry. All houses on Ocean Island are lighted by electricity which is supplied free to employees of the Commissioners; other Europeans pay for the service. With economy a married couple can live on about £27 a month and a bachelor on about £18 to £20 a month. These amounts do not include clothing, luxuries, and entertainment expenses.

Chinese.—Chinese mechanics employed on Ocean Island receive an average wage of £5 10s. 0d. a month, and coolie labour £2 a month, with rations, quarters, and lighting in both cases.

Natives.—On Ocean Island native labourers employed by the British Phosphate Commissioners under contract receive £1 12s. 0d. a month with rations, quarters, and lighting, and a bonus of 8s. a month for satisfactory work. Casual labourers receive 4 a day without rations or quarters. In other parts of the Colony the wages

vary according to the locality in which employed and the nature of the employment. Labour employed under signed contract is paid from £1 a month with quarters and rations to £5 a month without rations. Casual labourers receive from 2s. to 5s. a day, according to whether free rations are issued or not. Native employees of the Government receive from £12 to £200 a year with rations (or an allowance in lieu thereof) and quarters.

General.—Where rations are issued they are on a liberal scale. All working tools are provided by the employer. No labourer is required to work for more than 9 hours a day with a maximum of 50 hours a week. Only those engaged on necessary services are required to work on Sunday. A capitation tax of £10 a year is payable in respect of each non-native employed in the Colony. Although the individual is liable it is the practice for the employer to pay the tax.

IX.—EDUCATION AND WELFARE INSTITUTIONS.

Mission education dates back to 1860, soon after the arrival in the Northern Gilberts of that distinguished missionary, Hiram Bingham, who reduced the Gilbertese speech to writing, translated the Bible into the vernacular, and wrote a dictionary of the language. Other Mission bodies followed the American Board, under whose auspices Bingham worked. The London Missionary Society started schools in the Ellice Group in 1865 and in the Southern Gilberts in 1870. The Mission of the Sacred Heart followed in the Central Gilberts in 1889. Until 1900 the native teachers employed came from other Pacific Islands, mostly Hawaii and Samoa.

At this time, the year 1900, the Missions reorganized their respective systems and central institutions for teachers and senior students were planned and in time established. As a consequence, Gilbertese teachers became available for the development of village education, and a large increase in the number of these schools followed. In the Ellice Group, however, the practice was continued of drawing teachers from Samoa. By the year 1920, there were native teachers in every village of the two main Groups and of Ocean Island.

The number and broadcast nature of the islands together with their atoll formation renders many village schools necessary in the Gilbert Group. Two hundred there are of the two Missions and this for a population of 27,000. In the Ellice Group, with its 4,000 people, only eight village schools are wanted, as the island populations are gathered each in one village and there is but one Mission.

Grants-in-aid to Mission central schools were given for the first time in 1914 and were established in 1917–18. With some increases, they have been maintained to the present time. Grants-in-aid to village education began in 1930, with the training of native Mission teachers at the King George V school, Tarawa, under a scheme of co-operation between the Missions and the Government.

The foundation of the Education Department occurred in 1920. The scheme then devised had for its object the training of native boys at a central boarding school in the Gilberts. These boys were intended for service in Government departments as medical practitioners, clerks and interpreters, dressers, and teachers. A second object was the general education of Banaban boys at a day school on Ocean Island where a common fund could be drawn upon for this local purpose. Some three years later, upon the representations of the Ellice natives, a central boarding school was established in the Ellice Group, having a similar object to the school in the Gilberts. In 1929, the one European school in the Colony was opened at Ocean Island.

Considerable changes occurred in the boarding schools in 1930, as a result of the attention directed to village education. The King George V school added to its activities by becoming a teacher-training centre, where native teachers undergo a year's course. The Ellice Islands school limited its activities; the Headmaster was withdrawn and a reduced number of pupils continued under the charge of native masters.

Expenditure on education remained much as for the previous financial year—£4,990, as against £4,960. The cost of village education fell, owing to the failure of some schools to earn efficiency grants. Grants-in-aid to Mission central schools suffered no change. Three of the four Government schools and administration showed small increases of expenditure. The figures are as follows:—village education, £486; Mission central schools, £500; administration, £752; European school, £386; King George V school, £1,666; Ellice Islands school, £1,020; Banaban school, £181.

Colonial revenue contributed £3,796 to the cost of education; the Banaban Fund, £1,021; and the British Phosphate Commissioners, £175.

The number of improved village schools at the end of the year, when five more native teachers finished their training course at the King George V school, was thirty-two. Of thirty-five teachers trained for these schools, three are not at work. These thirty-two schools are all in the Gilbert Group. The hope of having improved schools in the Ellice Islands remains unfulfilled, as difficulties, chiefly financial, preclude any continuance of the teacher-training scheme.

This situation affects the Gilbert Islands, too. Since 1930, native Mission teachers have been trained at the rate of ten yearly, for service in village schools. The immediate objective was the provision of forty improved village schools and the goal aimed at, inclusive of the Ellice Group, was 100 schools. One of the two Missions withdrew from the scheme of co-operation between the Government and the Missions after three years, thus leaving only the other Mission's quota to be trained for the fourth year, the one under review. This explains the figure of thirty-five schools mentioned above, instead of forty.

The results accruing from the co-operative scheme, curtailed though it has been, are satisfactory. The trained teachers are stationed in the larger villages of the Gilbert Group, with the result that a quarter of the school children are under the new instruction. Inspection reports reveal that most of the schools are being carried on efficiently. The progress made may be considered as a first large step in the improvement of village education.

The amalgamation scheme between two Government schools, the King George V school and the Banaban school, was dissolved during the year. It had endured for eight years. The Banaban boys at the former school returned to their home island in June, and most of them resumed attendance at their old school. The plan outlined at present is to have the former status of the Banaban school restored and the building of a larger school on another site.

The situation regarding teacher-training and the changes in Banaban education form the outstanding events of the year. But the year has been noticeable for attention to text-books. The schools seem likely to have greatly improved resources in the matter of local text-books, owing to the help of missionary and anthropologist.

There are no welfare institutions of a special nature in the Colony; but the continued work of the "Women's Committee" on each Ellice Island is worthy of mention. The committees hold daily inspections of infants in their individual villages, giving advice on clothing, feeding, and treatments. They form a body of opinion calculated to keep a reactionary parent under control. Such welfare units have not, unfortunately, their counterparts in the Gilbert Islands, due to the impossibility of co-operation for the purpose among a scattered population.

X.—COMMUNICATIONS AND TRANSPORT.

The following is a summary of the vessels which called at Ocean Island, and Tarawa (Gilbert Islands) during the year 1934:—

From	*Ocean Island.*	*Tarawa.*
Australia	16	1
Japan	10	—
Gilbert Islands ...	18	46
Nauru	13	1
New Zealand	7	—
Marshall Islands ...	—	6
Fanning Island ...	—	1
Ellice Islands	—	1
Ocean Island	—	13
Honolulu	—	1
British Solomon Islands Protectorate.	—	1
	64	71

The greater number of vessels which call at Ocean Island discharge mails and stores there, and then proceed to the neighbouring island of Nauru to load a cargo of phosphate. The remainder carry phosphate from Ocean Island to various ports in Australia and New Zealand, and occasionally to China, Japan, and Europe.

Tarawa, the distributing centre for mails in the Gilbert and Ellice Groups, is connected direct with Australia by the irregular visits of vessels chartered by Messrs. Burns, Philp (South Sea) Company, and Messrs. On Chong and Company of Butaritari, for the purpose of exporting copra. Messrs. Nanyo Boyeki Kaisha of Butaritari Island export copra in their own auxiliary schooners which pay irregular visits to the Colony from the Marshall Islands.

Communication between the Gilbert and Ellice Groups and Colony headquarters is maintained by the Government vessel *Nimanoa*, which makes irregular trips, in so far as circumstances permit, between Tarawa and Ocean Island for the carriage of passengers and mails to and from the Gilbert Group. During the period under review one visit was made to the Gilbert Islands by one of the vessels owned by the British Phosphate Commissioners, for the purpose of repatriating and recruiting labour.

Inter-insular communication between the two Groups is maintained by the *Nimanoa* and two small vessels engaged in the local copra trade on behalf of Messrs. Burns, Philp (South Sea) Company, and Messrs. On Chong and Company, while the Gilbert Islands are connected with Fanning Island by the annual visits of a vessel chartered by Fanning Island Limited, for the purpose of recruiting and repatriating labour. Communication between the Gilbert and Ellice Islands and Fiji is maintained by the *Nimanoa* which usually visits Suva once a year, and the London Missionary Society's vessel *John Williams V* which makes two trips a year. One of His Majesty's ships of war also visits the Colony once a year and after visiting Government headquarters at Ocean Island usually proceeds to Suva via Tarawa and Funafuti.

Roads.

Roads in the Gilbert and Ellice Islands were first made at the instigation of the early missionaries from Hawaii and Samoa. Though they are not of elaborate construction, they suffice for the needs of the islands and the surface of reef mud is adequate to support motor-bicycle traffic. While the road on Abaiang Island runs continuously for some 25 miles, yet on the majority of the islands bicycling is rendered difficult by the frequent breaks in the land, where the ocean connects with the lagoon. The aggregate length of the island roads is estimated at 300 miles.

Wireless Telegraph.

No inland telegraph service exists at present on any island in the Colony, but a telephone system comprising some forty subscribers

has been in operation at Ocean Island for some time. This system, mainly the property of the British Phosphate Commissioners, is operated through a small exchange situated at their power house.

A radiotelephone service, owned and operated by the British Phosphate Commissioners, is in operation between Ocean Island and Nauru. This service is extended to the Commissioners' steamers *Nauru Chief* and *Triona* when those vessels are in range.

A radiotelegraph station is maintained at Ocean Island by the Government. This station conducts a government, public, and maritime service and is the clearing point for all traffic "into" and "out of" the Colony, from and to all parts of the world.

Messrs. Burns, Philp (South Sea) Company, Limited, maintain a small radiotelegraph station at Tarawa Island in the Central Gilberts for communication with certain shipping, the island of Beru in the Southern Gilberts, and, through Ocean Island Radio, to all parts of the world.

The London Missionary Society maintains a low-power radiotelegraph station at the Society's headquarters at Rongorongo, Beru. This station communicates with Tarawa Island and gives a limited public service. Communication with the outside world is effected via Ocean Island Radio.

In the Northern Gilbert Islands no permanent radiotelegraph station is in existence, but as the island of Butaritari is the headquarters of Messrs. On Chong, a trading company, whose vessel, the s.s. *Macquarie* makes that port her base, and is fitted with radiotelegraphy, it can be said that a semi-permanent station is in existence there. This group is of course cut off from the rest of the world during the *Macquarie's* trips around the islands to collect copra, but at the same time the vessel brings the more isolated islands of the Colony into touch with the outer world if only for a brief period. It is anticipated that Messrs. W. R. Carpenter, Company Limited, will erect a permanent radiotelegraph station at Butaritari early in 1935.

With the exception of an amateur transmitting station the Ellice Group is without telephones or telegraphs of any description. At Funafuti, the headquarters of Ellice Islands Administration, a small low-powered short-wave transmitter is operated by the Administrative Officer, who is brought into contact with the outer world via similar stations established at islands of the Gilbert Group and at Ocean Island. Owing to lack of transport within the Colony, and the distance of Funafuti from Government Headquarters at Ocean Island (737 miles), this communication has proved to be very useful to the Government.

At Fanning Island a low-powered telegraphy transmitter is in operation by the Manager of Cable and Wireless, Limited. This is purely a private station and is used for communication with vessels in the vicinity.

XI.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

An agency of the Commonwealth Bank of Australia (Savings Bank Branch) is established on Ocean Island. The rate of interest during the period under review was 2½ per cent. per annum on the first £500 at credit of each account and 2 per cent. per annum on the excess of balance of £500 to £1,000. There are no banks in the Gilbert and Ellice Groups, where the traders generally have a current account with the principal firms who act as their agents and bankers. Natives may deposit their cash with the Government for safe keeping and may withdraw whatever amounts they may require from any financial officer in any part of the Colony upon personal application and the production of the pass-book. A few natives of the Ellice Islands have opened accounts with the Government Savings Bank in Fiji.

Currency.

All taxes, duties, fees, fines, and wages are payable in British coin, but the currency commonly used in the Colony is Australian. A system of international money orders is established. Postal orders of values from 6d. to £1 are issued from Ocean Island only, but are cashed throughout the Colony.

Weights.

The local use of standard weights and measures of the United Kingdom is validated by Ordinance No. 10 of 1916.

XII.—PUBLIC WORKS.

The Public Works Department consists of a European Superintendent, a European foreman, one Chinese carpenter, four native and half-caste carpenters, and three temporary native mechanics. This staff is assisted, whenever practicable, by prison labour. In the absence of the Superintendent of Works, European officers of the District Administration and the Medical and Education Departments supervise the public works being carried out at their respective stations. The Native Governments supervise the communal works carried out by the natives on their respective islands. The Superintendent of Works periodically inspects and reports on the condition of all buildings, maintainable under the "upkeep of stations" vote, at the district stations in the Colony.

Provision was made in the 1934-35 Estimates for the appointment of a European foreman, but approval was not obtained until December, and the appointment has since been made.

Ocean Island.—The construction of a new office of native materials for the Resident Commissioner was commenced in July and finished on the 11th September, 1934.

A new sentry-box was made and erected in front of the Residency at the beginning of December.

Four reinforced concrete incinerators for the Banaban native villages were put in hand on the 8th November, and those in Ooma, Tabiang and Tabwewa were finished by the middle of December, while work on the fourth for Buakonikai had still to be completed at the end of the year. Twenty sanitary bins were provided in each native village for the collection of rubbish to be burnt.

Full advantage was taken during the latter part of the year to execute outstanding work of an annually recurrent nature.

Gilbert Islands.—At Beru district station, a cistern 15 feet in diameter, with a flat concrete roof was constructed for the Medical Officer's quarters. The work on the foundations was started during the last week in July, and the cistern was finished during the last week in August ; up to the end of December, the following additional work on the medical Officer's quarters was carried out.

A separate bath-room and lavatory building was erected, with concrete walls and roof of monolithic construction, and a small header tank built of concrete on the roof of the bath-room, to supply water to the bath and shower and the water-closet.

A covered passage in concrete was built between the new bath-room and the verandah of the house. The Kaustine system was removed, and a water-flushing closet was installed and connected to a two-compartment concrete septic tank, which was built on the spot. The septic tank system has been reported to be entirely satisfactory, and functions perfectly, even with the use of the somewhat brackish well-water obtainable. Work on the mosquito-proof room was not quite completed at the end of December. The removal of the existing house guttering, and re-fixing at new levels, to run the rain-water into the new cistern, remains to be completed.

At Tabiteuea, the European-built office attached to the Administrative Officer's quarters was re-thatched and re-floored ; portions of defective walling were cut away and replaced.

A survey of the whole of Betio Island was made, also a large part of Butaritari adjoining the Government Station was surveyed, and plans were prepared in December.

Ellice Islands.—At Funafuti district station, new quarters for the Administrative Officer were erected ; the external walls were built with concrete hollow blocks, the floor in hardwood, and the roof was fibrolite-tiled. Asbestos cement sheets were used in the construction of the interior partition walls. Running water was provided in the kitchen and bath-room ; a two-compartment septic tank of concrete construction was built and connected to a water-flushing closet. The building operations were finished on

the 8th of December. The demolition of the Administrative Officer's old quarters was then started, and finished on the 28th of December.

The Government Station at Funafuti was surveyed by the Superintendent of Works, and a plan to scale prepared.

The gaol for females was completely re-thatched, and the demolition of that for males was started on the 31st December to enable a new concrete gaol building to be erected on the site during the early months of 1935.

XIII.—JUSTICE, POLICE, AND PRISONS.

Justice.

Civil and criminal jurisdiction is exercised in the Colony by Deputy Commissioners sitting in Courts constituted under the Pacific Order in Council, 1893, *et seq.* In civil matters appeals may be made from these Courts to the Supreme Court of Fiji (*vide* Article 88 of the Pacific Order in Council, 1893). As regards criminal jurisdiction, all sentences of imprisonment exceeding six months or of fines exceeding £100, imposed by the Court held otherwise than before the High Commissioner or a Judicial Commissioner, are submitted automatically for review by the Supreme Court of Fiji, sitting as a Court of Appeal (*vide* Articles 80 and 81). If, in criminal proceedings, the accused be charged with an offence punishable with death or penal servitude for seven years or more, the Deputy Commissioner's Court has no power to try the case, but, if satisfied that there is reasonable ground to put accused upon his trial, must commit him for trial before a Judicial Commissioner.

There is practically no Police Court work in the Colony except at Ocean Island, where, in the absence of a resident judicial officer, the Resident Commissioner or the Administrative Officer carries out the necessary magisterial duties.

The business of the Ocean Island Court is chiefly connected with the application of the rules made under King's Regulation No. 1 of 1915 and Ordinance No. 9 of 1929 for the governance of approximately 518 native and 334 Chinese labourers locally employed by the British Phosphate Commissioners.

Statistics of the Court's work for the year 1934 are set forth in the following table. It will be noticed that the number of charges has decreased steadily from 1,007 in 1930 to 189 during the year under review, although this may be partly explained by the reduction in the numbers of labourers engaged by the British Phosphate Commissioners.

STATEMENT SHOWING NUMBER OF PERSONS TRIED IN HIGH COMMISSIONER'S COURT FOR THE WESTERN PACIFIC FOR THE YEAR 1934.

OCEAN ISLAND.

Offences.	*How tried.*		*Nationality.*		*Fines.*	*Cautioned.*		*Dismissed.*		*Imprisoned.*		*Withdrawn.*	
	Summarily	*With Assessors*	*Native*	*Chinese*	£ s. d.	*Native*	*Chinese*	*Native*	*Chinese*	*Native*	*Chinese*	*Native*	*Chinese*
Breach of Regulations	150	—	110	40	32 3 11	—	—	4	1	—	11	—	—
Larceny	12	—	6	6	3 0 0	—	—	—	—	6	3	—	—
Receiving stolen property	1	—	1	—	—	—	—	1	—	—	—	—	—
Threatening and insulting behaviour	10	—	5	5	5 0	—	—	3	2	*1	3	—	—
Assault	2	—	—	2	—	—	—	—	1	—	1	—	—
Burglary...	—	2	—	2	—	—	—	—	1	—	1	—	—
Importing opium	2	—	—	2	10 0 0	—	—	—	—	—	—	—	—
Possession of opium	1	—	—	1	5 0 0	—	—	—	—	—	—	—	—
Assault on police	1	—	1	—	—	—	—	—	—	1	—	—	—
Breach of Gaol Regulations	2	—	2	—	—	—	—	—	—	2	—	—	—
Contempt of Court	1	—	—	1	—	—	—	—	—	—	1	—	—
Indecent assault	Committed for trial		1	—	—	—	—	—	—	Committed for trial			
Breach of Explosive Ordinance ...	2	—	2	—	—	—	—	—	—	1	—	1	—
Unlawful possession	1	—	—	1	—	—	—	—	—	—	—	Case adjourned	
Delivering goods to prisoner	1	—	—	1	—	—	—	—	—	—	—	Case adjourned	
Total	187	2	128	61	£50 8 11	—	—	8	5	11	20	1	—

* Sent to Lunatic Asylum.

Total Charges—189.

There are no practising barristers or solicitors in the Colony.

A code of Native Laws is administered in the Native Courts (consisting of island Magistrates and village headmen) under the supervision of Administrative Officers. A European officer has no power to try cases under the Native Laws, his function being limited to the review, alteration, and amendment of sentences inflicted by the Native Courts. Though the island Magistrates are, on the whole, surprisingly efficient considering their education, their chief weakness is an imperfect realization of the relative gravity of offences within the same class. The Magistrates tend too often to inflict the maximum sentence without regard to mitigating circumstances.

Island Regulations for the good order and cleanliness of the islands are enacted by the Native Government under authority of the Native Laws Ordinance No. 2 of 1917, such regulations being subject to the approval of the Administrative Officer, on behalf of the Resident Commissioner. These regulations have been published in book form in the English, Gilbertese, and Samoan languages.

Armed Constabulary.

The Police of the Colony consist of an Armed Constabulary constituted under Ordinance No. 9 of 1916, and an Island Police Force appointed under the Native Laws Ordinance No. 2 of 1917. The Armed Constabulary is under the command of the Resident Commissioner. A European Officer of Constabulary is in charge of the Police establishment at Ocean Island. The non-commissioned officers and men are natives, the authorized strength being 61. The native Magistrate of each island is responsible for the supervision of the Island Police Force, whose total numerical strength in the Colony stands at 266.

Of the 61 non-commissioned officers and men in the Armed Constabulary, 45 are stationed at Ocean Island where regular beat, night patrol, and guard duties are carried out, and special constables are supplied as required to maintain discipline and order. The majority of the Police stationed at Ocean Island are Ellice Islanders who have proved themselves to be patient, good natured, and intelligent in handling the mixed races of the community. In addition they excel in handling boats through the surf when landing and embarking medical and customs officers, passengers, and mails.

An outbreak of beriberi occurred on Ocean Island during the period under review and while several constables recovered after treatment at the hospital, one died and several were discharged as being medically unfit for further service in the force. Recreation in the forms of cricket and football are encouraged, and these, together with physical training and bayonet drill, ensure fitness among the members of the force.

Gaols and Prisons Department.

Prior to 1934 the duties of warders at Ocean Island and District headquarters were performed by members of the Armed Constabulary, but consequent upon a reorganization of the force during the period under review, a permanent staff of seven warders was appointed to exercise supervision over the gaols and prisoners. A village warder and/or wardress are appointed on every island in the Colony to supervise the prisoners and they are also responsible for the cleanliness of the prisons under their charge.

There are five Colonial gaols in the Gilbert and Ellice Islands Colony, established at Ocean Island, Funafuti and Fanning Island, respectively, and two at Tarawa Island (i.e., Betio and Bairiki). To these gaols are usually sent prisoners who are undergoing sentences of over six months' imprisonment, while other prisoners sentenced by the Native Courts serve their term of imprisonment in Island prisons, of which there is one on every island in the Gilbert and Ellice Groups. Schedule C of the Gilbert and Ellice Gaol and Prison Ordinance, 1916, lays down that a Government Medical Officer shall, when in residence, visit the gaol at least three times a week and if practicable visit prisoners in solitary confinement daily. It is also his duty to examine every prisoner on his admission to the gaol and report to the Resident Commissioner any matter which requires attention in view of the medical or sanitary interest of the prisoners. He must render a full report on the death of any prisoner and carry out a post-mortem examination if he so deems it necessary. It is his duty, in addition, to attend the execution of every capital sentence and every infliction of corporal punishment within the prison.

During 1934 the health of prisoners incarcerated in Colonial gaols was uniformly good, although the outbreak of beriberi at Ocean Island caused the daily average of prisoners sick to rise to 4·5 during the month of October. One prisoner died in hospital at Betio during the month of December as a result of heart failure due to chronic asthma.

Prisoners in Colony gaols are, as far as possible, trained in some useful occupation during the period of their imprisonment. By being attached to station carpenters' shops and by being required to help in the construction of boats, houses, stores, etc., they acquire knowledge which they are able to turn to good account after their release from prison. It is a well-known fact locally that a native who has served one or more terms of imprisonment is the best man to employ as a domestic servant. The rations provided being slightly more abundant than a native is able to afford in his own home, and the discipline of work, food, and sleep being far more regular than those which he would ordinarily observe, he usually leaves prison a heavier and healthier man than he was at the time of his conviction.

Juvenile offenders.—A system of treatment, based on the provisions of the Children and Young Persons Act, 1933 (22 Geo. 5, Ch. 12) has now been instituted in the Colony, although such are the social and moral codes of the natives and the general effect of educational and Mission influences that, on the few occasions that a juvenile comes before the Court, it is for some trivial offence, for which as a rule a warning by the Court or a whipping by the parents suffices.

Payment of fines.—The Court almost invariably gives an offender a reasonable time to pay a fine imposed, if satisfied that the fine cannot be paid immediately but will be paid if time is allowed. The time allowed varies according to the circumstances of the case and the nature of the offence. An offender who defaults and is imprisoned is released on payment of a proportion of the fine equivalent to the unexpired portion of his term of imprisonment.

XIV.—LEGISLATION.

The following more important legislative acts were passed during the year 1934 :—

Ordinance No. 2.—Customs Duties Ordinance.

Ordinance No. 3.—British Phosphate Commissioners (Payment of Revenue) Ordinance.

Ordinance No. 5.—To regulate the Importation of Textiles.

Ordinance No. 2 of 1934 is designed to implement the spirit of the Ottawa Agreements by bringing into force a British preferential tariff for goods and merchandise entering the Colony.

Ordinance No. 5 of 1934 is also an enactment of considerable importance, designed to enable the Colony to co-operate with other parts of the Colonial Empire in dealing with foreign competition in cotton and artificial silk goods.

There is no factory legislation in the Colony, no legislation dealing with compensation for accidents, nor legislative provision for old age ; but under section 40 of King's Regulation No. 1 of 1915 and paragraphs 13 to 15 of the Schedule to the Employees Control Ordinance No. 9 of 1929, provision is made for the treatment of sickness amongst labourers free of charge.

XV.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The totals of the revenue and expenditure of the Colony for the last seven years were as follows :—

	Revenue.			*Expenditure.*		
	£	*s.*	*d.*	£	*s.*	*d.*
1927–28	71,964	16	1	45,632	9	6
1928–29	73,712	1	3	60,595	0	9
1929–30	67,105	11	7	59,324	3	5
1930–31	63,704	16	10	61,453	14	2
1931–32	49,110	10	9	53,946	11	10
1932–33	59,399	17	3	46,753	9	4
1933–34	45,358	16	6	53,299	1	4

Revenue.

The following are the details of revenue for the last three years :—

	1931–32.	*1932–33.*	*1933–34.*
	£ s. d.	£ s. d.	£ s. d.
Customs duties	19,285 19 11	22,985 2 11	18,253 15 1
Native taxes, etc. ...	5,248 14 10	6,205 8 11	3,307 1 4
Licences, etc.	10,548 17 8	11,046 3 3	8,522 10 6
Fees, reimbursements, etc.	4,243 18 8	4,391 1 10	4,499 16 3
Post Office...	475 7 7	463 14 11	394 10 6
Telegraphs	92 2 9	135 5 6	105 13 6
Royalties	3,043 9 0	5,709 15 0	4,880 2 0
Interest	4,836 19 5	4,372 4 9	3,583 17 10
Miscellaneous	772 10 11	3,350 0 2	873 19 6
Imperial Grant	562 10 0	750 0 0	937 10 0
	£49,110 10 5	£59,399 17 3	£45,358 16 6

A great decrease is apparent in the figures for the financial year under review as compared with those for the preceding year. The very low price of copra affected directly the receipts from native landowners' tax (paid in copra) which forms the bulk of the revenue under the second head above, and indirectly affected the receipts from export duty on copra, import duties, and store licences. Reduced exportation of phosphate from Ocean Island is shown by the decrease under "Royalties" and indirectly by decreases in import duties and, under the head of "Licences, etc.", in capitation tax on the non-natives employed in connexion with the phosphate industry. Rates of interest on fixed deposits in Australia and New Zealand were further reduced, thus causing a decrease under "Interest." The decrease under "Miscellaneous" was due to the fact that appreciation of the value of the stocks in which Colony funds are invested amounted to £376 5s. 11d. only, as against £2,639 13s. in the previous year.

An increase is shown in the amount of Imperial Grant received during 1933–34, but this is due to the crediting in the year under review of the instalment of the grant due in respect of the first quarter of the succeeding year.

Expenditure.

The following are the details of Expenditure for the last three years :—

	1931–32.	*1932–33.*	*1933–34.*
	£ s. d.	£ s. d.	£ s. d.
Pensions and Gratuities ...	2,622 9 5	1,934 13 6	1,503 6 4
High Commissioner's Department.	2,297 6 4	2,356 17 5	2,497 19 2
Resident Commissioner's Department.	3,155 3 8	2,895 9 11	2,666 14 2
Treasury and Customs ...	2,364 10 11	1,842 15 6	1,853 18 7

Expenditure—cont.

	1931–32.	*1932–33.*	*1933–34.*
District Administration ...	3,472 5 6	3,269 4 11	3,334 14 7
Police and Prisons ...	6,426 2 8	6,535 16 11	5,956 19 7
Defence Forces	15 10 0	18 8 4	55 17 0
Medical Department... ...	10,205 10 8	9,686 10 5	9,826 13 2
Transport	6,029 6 1	4,710 7 2	7,884 16 7
Post Office	520 5 7	510 13 9	505 2 2
Telegraph	1,028 13 1	1,184 1 6	1,240 5 4
Audit Department	255 0 0	407 15 8	300 3 2
Miscellaneous...	4,940 18 8	2,113 4 3	3,218 14 4
Education Department ...	4,602 10 5	4,655 0 0	4,383 13 10
Public Works Department ...	1,189 4 9	924 16 6	931 1 5
Public Works (Annually Recurrent).	1,047 4 11	953 13 7	1,337 0 1
Public Works (Extraordinary)	648 5 4	300 2 11	1,974 0 7
Island Administration ...	3,126 4 4	2,453 17 1	3,828 1 3
	£53,946 11 10	£46,753 9 4	£53,299 1 4

Expenditure during the year under review, while greater than in the preceding year, was yet £3,000 less than the amount originally estimated. The principal savings on the estimates were effected under the heads of District Administration (salary of an Administrative Officer, etc.) and medical (rations and other supplies in the Gilbert Islands, etc.).

Expenditure on Pensions, etc., consisted only of regular pension payments since no gratuities on account of reduced pensions were paid during the year.

The decline in expenditure on Police and Prisons is due principally to the decrease in the number of prisoners in Tarawa gaol.

Purchase of ammunition was the cause of increased expenditure on the Ocean Island Defence Force.

Expenditure on the Government vessel (under the head of "Transport") was due to extensive repairs (by which H.M.C.S. *Nimanoa* was largely rebuilt), together with purchase of copper sheathing for the hull, and spare parts for the engines.

Miscellaneous expenditure shows an increase of over a thousand pounds, due in the main to the newly-established contribution to Empire Defence Services, and also to the initial printing of the Blue Book of the Colony, and to legal expenses in the Chief Judicial Commissioner's Court.

The principal item causing increased expenditure on Public Works (Extraordinary) was the construction of new quarters for the Administrative Officer at Funafuti. A number of minor works under this head were also carried out.

An increase is shown under Island Administration, but this is due to better communication with the outlying islands allowing arrears of expenditure incurred by the Native Governments to be brought to account.

Public Debt.

The Colony has no public debt.

Assets and Liabilities.

The assets and liabilities of the Colony as at the 30th June, 1934, were as follows :—

	Assets. £ s. d.	*Liabilities.* £ s. d.
Cash in hand and at Bank ...	7,071 1 8	
On fixed deposit ...	101,150 0 0	
Drafts and remittances	3,371 14 6	
Deposits :—		
Estate of M. Shea, invested ...		450 0 0
Banaban Royalty Trust Fund, invested		31,976 19 4
Banaban Provident Fund, invested		27,294 12 10
Banaban Landowners' Fund (Mining Area), invested ...		22,500 0 0
Banaban Landowners' Fund (Non-mining Area), invested		342 19 0
Estates Trust Accounts		1,388 18 5
Deposits on trust...		2,384 19 6
Sundry deposits		12,419 7 2
Advances :—		
Joint Colonial Fund		6,000 0 0
Sundry advances	203 10 11	
Unallocated Stores	1,497 13 3	
Imprests	3,625 0 11	
Investments :—		
Colony (Crown Agents) ...	21,344 10 8	
Banaban Royalty Trust (with Crown Agents)	25,105 7 11	
Banaban Royalty Trust (fixed deposits)	6,871 11 5	
Banaban Provident Fund (with Crown Agents)	9,499 13 11	
Banaban Provident Fund (fixed deposits)	17,794 15 11	
Banaban Landowners' Fund (Mining Area), fixed deposits	22,500 0 0	
Banaban Landowners' Fund (Non-mining Area), Savings Bank	342 19 0	
Estate of M. Shea	450 0 0	
Excess of assets over liabilities ...		116,070 6 10
	£220,828 3 1	£220,828 3 1

Taxation.

Taxes, with the receipts therefrom in 1933–34, were as follows :—

	£	s.	d.
(*a*) Import duties	17,245	11	9
(*b*) Export duty on copra, at 10s. per ton* ...	1,008	3	4
(*c*) Native land tax (assessed annually according to the productivity of each island, and paid in copra)	2,716	16	3
(*d*) Licences (principally store licences—£930, and ship licences—£921)...	2,473	7	6
(*e*) Capitation tax, at £10 a head on non-natives of the Pacific Islands (other than public officers, ministers of religion and certain others)	4,942	0	0
(*f*) Payments by Fanning Island, Ltd., Central Pacific Coconut Plantations, Ltd. (at Christmas Island) and Imperial and International Communications, Ltd., in commutation of taxation	1,030	0	0
(*g*) Royalty paid by Central Pacific Coconut Plantations, Ltd., on account of occupation of Christmas Island...	100	0	0
(*h*) Royalty on phosphate exported from Ocean Island, at 6d. per ton	4,780	2	0
	£34,296	0	10

* Duty *ad valorem* was imposed as from the 14th June, 1934.

Of the above taxes, (*h*) and by far the greater part of (*e*) are furnished by the phosphate industry of Ocean Island, and (*b*) and (*c*) by the native copra-growing industry of the Gilbert and Ellice groups of islands. Store licences are mainly dependent on copra : the greater part of the receipts from ship licences comes from the phosphate industry.

Customs Tariff.

A preferential Customs tariff in favour of British goods was established by Ordinance No. 2 of 1934 as from the 15th March, 1934. On most classes of imports the preferential duty is the same as the duty levied under the superseded tariff, while the general duty is, in most cases, double this rate.

Specific duties are as follows :—

		Preferential.	*General.*
Malt liquors	per gal.	3s.	6s.
Anchors and chains	per lb.	½d.	1d.
Cards, playing	per pack	1s.	2s.
Cement	per cwt.	8d.	1s. 4d.
Cigarettes	per lb.	6s.	9s.
Cigars	per lb.	7s. 6d.	11s. 3d.
Dynamite, etc.	per lb.	6d.	1s.
Iron, black	per lb.	30s.	60s.
Iron, galvanised, and wire rope	per ton	60s.	120s.
Iron, pig or scrap	per ton	20s.	40s.
Petrol, etc., benzoline, etc., crude and Diesel oils	per gal.	4d.	4d.
Kerosene, according to closed flash test	per gal.	3d. or 6d.	3d. or 6d.
Mineral oils, other, in bulk ...	per gal.	6d.	6d.
Oils, non-mineral, in bulk ...	per gal.	6d.	1s.
Paints and colours	per cwt.	4s.	8s.
Putty	per cwt.	3s.	6s.
Spirits, methylated	per gal.	2s.	4s.
Spirits, other	per gal. (or proof gal. if applicable).	26s.	39s.
Tanks, iron	each	10s.	20s.
Timber, dressed	per 100 ft. super.	2s.	4s.
Timber, undressed	100 ft. super.	1s. 6d.	3s.
Tobacco, manufactured, in packets or plugs.	per lb.	3s.	4s. 6d.
Tobacco, manufactured	in tins	5s.	7s. 6d.
Tobacco, unmanufactured ...	per lb.	2s.	2s.
Wines, sparkling	per liquid gal.	10s.	15s.
Wines, still...	per liquid gal.	4s.	6s.

Duties *ad valorem* are in most cases 12½ per cent. preferential and 25 per cent. general. Watches are at 12½ per cent., whatever the country of origin. Bicycles and motor cycles, musical instruments and appliances and perfumery are at 15 per cent. and 30 per cent., respectively. Jewellery is at 20 per cent. and 40 per cent., respectively. The preferential duty on machinery and parts thereof, and railway material, is 10 per cent., and the general 20 per cent.

The following goods, while exempt from duty if of British origin, are charged at 12½ per cent. if foreign : copra sacks, Church materials and furnishings, medical goods for free distribution by Missions, cinema films, flour, infants' foods, fruits and vegetables, apparatus for printing religious and educational books, manures, milk, mosquito-netting, Rifle Club prizes and rifles, rice, sailcloth, school materials, furnishings and prizes, soap (plain), sugar, surgical instruments, uniforms for Boy Scouts and Girl Guides.

The following goods are unconditionally exempt from duty : animals and birds, articles by parcel post on which the duty would not exceed 6d., ships' ballast, coal and coke, coconuts, coin of the realm and currency notes, copra, cylinders for gas or ammonia,

flags, guano, Government medals, etc., oysters (living), pictures and photographs (unframed), printed matter, seeds, samples, postage stamps, official uniforms, vaccine lymph and other anti-toxins, passengers' baggage—personal effects, used tools of trade, and household effects not exceeding £100 value which have been in use for not less than one year.

The cost of packages is included in the dutiable value of goods.

Excise and Stamp Duties.

There are no Excise duties. The only stamp duty is that charged under the provisions of Ordinance No. 14 of 1917, i.e., 2d. on every receipt (other than receipts issued by or to Government) for sums exceeding forty shillings.

Hut Tax or Poll Tax.

There is no hut or poll tax. A capitation tax of £10 *per caput* per annum is levied upon non-natives of the Pacific Islands (with certain exceptions) and an annual tax, payable in copra, is levied upon landowners.

XVI.—MISSIONS.

There are two Missions established in the Colony, the London Missionary Society (Congregationalist) and the Sacred Heart Mission (Catholic).

The headquarters of the London Missionary Society in the Gilbert Islands are at Rongorongo, Beru, where a central training school for native pastors and a printing press are established. A European staff of three ministers and one lay helper assisted by their wives and two other ladies carry on the work of the Group. The living and housing conditions maintained at Rongorongo, both for natives and Europeans, reach a standard of comfort unequalled elsewhere in the Group.

The Ellice Islands come within the sphere of operations of the Samoan Branch of the London Missionary Society. There is no Catholic Mission in the Ellice Group.

The official headquarters of the Sacred Heart Mission are at present at Tarawa, but the Mission's printing press and central training school are situated in the neighbouring island of Abaiang. A staff of over fifty priests, sisters, and lay brothers is distributed over the Gilbert Group.

Approximately 43 per cent. of the natives of the Gilbert Group are adherents of the London Missionary Society and 35 per cent. are adherents of the Sacred Heart Mission, the remaining 22 per

cent. still retaining their ancient faiths. All the natives of the Ellice Group are adherents to the London Missionary Society.

Ocean Island, where most of the European population of the Colony is concentrated, is visited once a year by a Church of England minister from Australia, who remains in residence for about a month. The European missionary of the London Missionary Society who resides at Nauru also visits Ocean Island once a year and conducts services for Europeans during his stay on the island. During the period under review his Lordship the Bishop in Polynesia paid a brief visit to Ocean Island.

During the month of April Monseigneur J. M. Bach (Sacred Heart Mission) retired from his post of Bishop of the Gilbert Islands owing to continued ill-health and left the Colony for Australia. Another member of the Mission is acting as Vicar Apostolic pending the appointment of a new Bishop.

XVII.—LANDS.

The native method of land tenure may be described as a compromise between the communal and individual systems. In theory a landowner has only a life interest in the property, but in practice he is allowed by custom to exercise a reasonable initiative in the alienation of portions of his lands to relatives outside the immediate circle of his next-of-kin.

Most of the land in the Gilbert Group is needed for the support of the native population, but there is much spare coconut-producing land in the Ellice Islands, where many tons of copra are annually wasted. A real benefit would be conferred upon the native if these spare lands could be worked on behalf of the owners upon a profit-sharing basis.

Under existing legislation—Native Lands Ordinance No. 16 of 1917, and Ordinance No. 1 of 1928 containing amendments thereto—no sale of native lands to non-natives is permitted, and no lease may be granted for a longer period than 99 years, nor for any one parcel of land in any one island of greater extent than five acres, without the approval of the High Commissioner.

A Native Lands Commission was constituted by Ordinance No. 8 of 1922 to determine questions of ownership and to establish new land registers. As the Lands Commissioner acted on occasions as Resident Commissioner and was ultimately appointed to the latter position, Ordinance No. 2 of 1927 was enacted to provide for the transfer of the appellate jurisdiction of the Resident Commissioner to the High Commissioner for the Western Pacific.

The Lands Commission adjudicated in disputed rights and questions of ownership, and established new land registers during its sessions on the islands of Banaba, Little Makin, Butaritari, Marakei and Abaiang. Some work was also carried out on the

southern part of Tarawa but the lands settlement of the northern part of the island was not completed.

Provision was made in the Colony Estimates for 1934–35 for the resumption of the work of the Lands Commission, and in view of the great divergence in lands customs obtaining in the Gilbert and Ellice Islands, it was decided that two separate Lands Commissions should be instituted. In the Gilbert Islands an officer of the District Administration was seconded to perform the duties of Lands Commissioner, while the officer administering the Ellice Islands was appointed Lands Commissioner conjointly with his other duties.

The sessions of the Lands Commission in the Gilbert Islands were begun at Beru during the month of July, 1934, but the commencement in the Ellice Islands was delayed until 1935 owing to the Administrative Officer's absence on leave during the latter part of 1934.

The settlement of the native land problem cedes its place of primary importance to no other native matter in the Colony at the present time and great satisfaction has been evidenced by the native population at the resumption of the Lands Commission's work.

The purchase value of good coconut-bearing land in the Gilbert and Ellice Groups, as between native and native, varies from about £5 to £10 per acre according to the wealth of the particular community, and according to the locality where it is situated. If, however, a European wishes to lease land and have the use of the produce of the trees, the rental rate is assessed at about £3 per acre on the basis of an average copra yield of eight cwt. per acre. On Ocean Island special values obtain as phosphate deposits are taken into consideration.

The lands on Fanning, Washington, and Christmas Islands are in the hands of private companies and are not at present available for lease or purchase in sub-divided areas.

XVIII.—NATIVE CO-OPERATIVE SOCIETIES.

The fortunes of the native co-operative societies during the period under review have been of a fluctuating nature, largely due to the world economic conditions, which have been much felt in these islands, where copra is the sole commodity produced by the natives. Native co-operative societies are not now required to pay a licence fee.

At present in the Colony there are two types of native trading societies :—

(*a*) Societies which have purchased or rent an existing trade store and buy from and sell to the general public.

These societies are purely trading concerns and not being regarded as proper co-operative societies, pay a yearly store licence at the same rate as individual traders.

(*b*) Native co-operative societies proper, who buy goods for, and purchase from, their members. These societies have a limited membership, an entrance fee, and all the transactions of the societies are with their own membership only.

Societies of this character do not pay any licence fee, transactions between the European firms and a given society being regarded in the same manner as transactions with a single individual.

While native co-operative societies have been formed in virtually every island in both the Gilbert and Ellice Groups, it is still too early to state whether or not the movement will prove an ultimate success, and along what lines it will develop in the future. These societies have recently passed through a very anxious and trying period due to the very low price of copra, the impossibility of selling their copra or buying any goods except from one of the two European trading firms, both of which maintain the same level of prices, and the lack of legislation for their guidance and control under governmental supervision. It is probable, however, that these times of economic stress are not without a valuable effect on the movement generally, for the inefficient and weaker societies have been wound up, and the better organised societies have gained much valuable experience of adverse economic conditions.

The lack of guiding legislation is probably the greatest handicap which the societies and those officers interested in supporting the movement have had to face, and draft legislation in this connexion is at present under consideration to regularize the organization of the societies and enable them to function more efficiently.

In general it may be stated that the movement is better organized in the Southern Gilberts district and the Ellice group than elsewhere in the Colony. This has been chiefly due to the able guidance and encouragement of the Administrative Officers posted in those districts, and freedom from competition with the large European companies which are established in the Northern and Central Gilberts.

XIX.—WEATHER REPORTS AND RAINFALL STATISTICS.

Modern meteorological instruments are installed at Ocean Island and supervised by an officer of the British Phosphate Commissioners, who specializes in this work and transmits daily weather reports to Suva. The meteorological station at the Ellice Islands school, Vaitupu, is now closed and the instruments have been transferred to District headquarters at Funafuti. Recordings are forwarded daily by wireless to Fiji and monthly meteorological reports are transmitted to the Air Ministry in London and to the harbour-master at Suva.

The annual rainfall statistics in inches for the islands of this Colony during the year 1934 were as follows :—

Ocean Island.—23·44

Gilbert Islands.				*Ellice Islands.*	
Butaritari...	107·98	Abemama	19·93	Nanumea	58·84
Little Makin	82·64	Nonouti	18·67	Nanumaga	34·87
Marakei ...	57·03	Tabiteuea	16·03	Niutao	82·68
Abaiang ...	49·98	Beru	25·27	Nui ...	78·37
Tarawa ...	32·47	Nukunau	15·66	Vaitupu	85·96
Maiana ...	22·55	Onotoa	20·63	Nukufetau	116·67
Kuria ...	23·56	Tamana	17·99	Funafuti	108·36
Aranuka ...	23·08	Arorae	23·08	Nukulaelae	116·74
				Fanning Island	49·92

The following rainfall figures for Ocean Island over a period of the past five years are of interest :—

1930	128·31	1933	39·29
1931	89·57	1934	23·44
1932	66·30		

This remarkable decrease in the annual rainfall at Ocean Island culminated in a serious drought during the year under review. The food-producing trees on the island practically ceased to bear fruit, and an outbreak of beriberi, together with the lack of fresh food-stuffs, caused a number of deaths among the native population. The steady decrease in the rainfall during recent years may be attributed almost wholly to the absence of the westerly rain-bearing winds during the months from October to April.

Drought conditions of a milder nature occurred in the Gilbert Islands, and the coconut crop has suffered accordingly. Heavy rainfall will be necessary before prospects for the present year can be described as normally satisfactory.

XX.—MISCELLANEOUS.

Sowani Puamau, First Native Medical Practitioner, was awarded the distinction of M.B.E. (Civil Division) in the King's Birthday Honours List for 1934. The Badge was presented to Sowani at Suva by His Royal Highness the Duke of Gloucester, on the 1st February, 1935.

During the month of September Sowani was offered and accepted the post of Assistant Provincial Commissioner, Lau District, Fiji, and on his departure for Fiji terminated a period of over twenty-nine years' service in the Medical Department of this Colony.

The appointment of Dr. D. M. Young, Senior Medical Officer, terminated during the year under review and he left the Colony on the 27th July *en route* for the United Kingdom.

APPENDIX.

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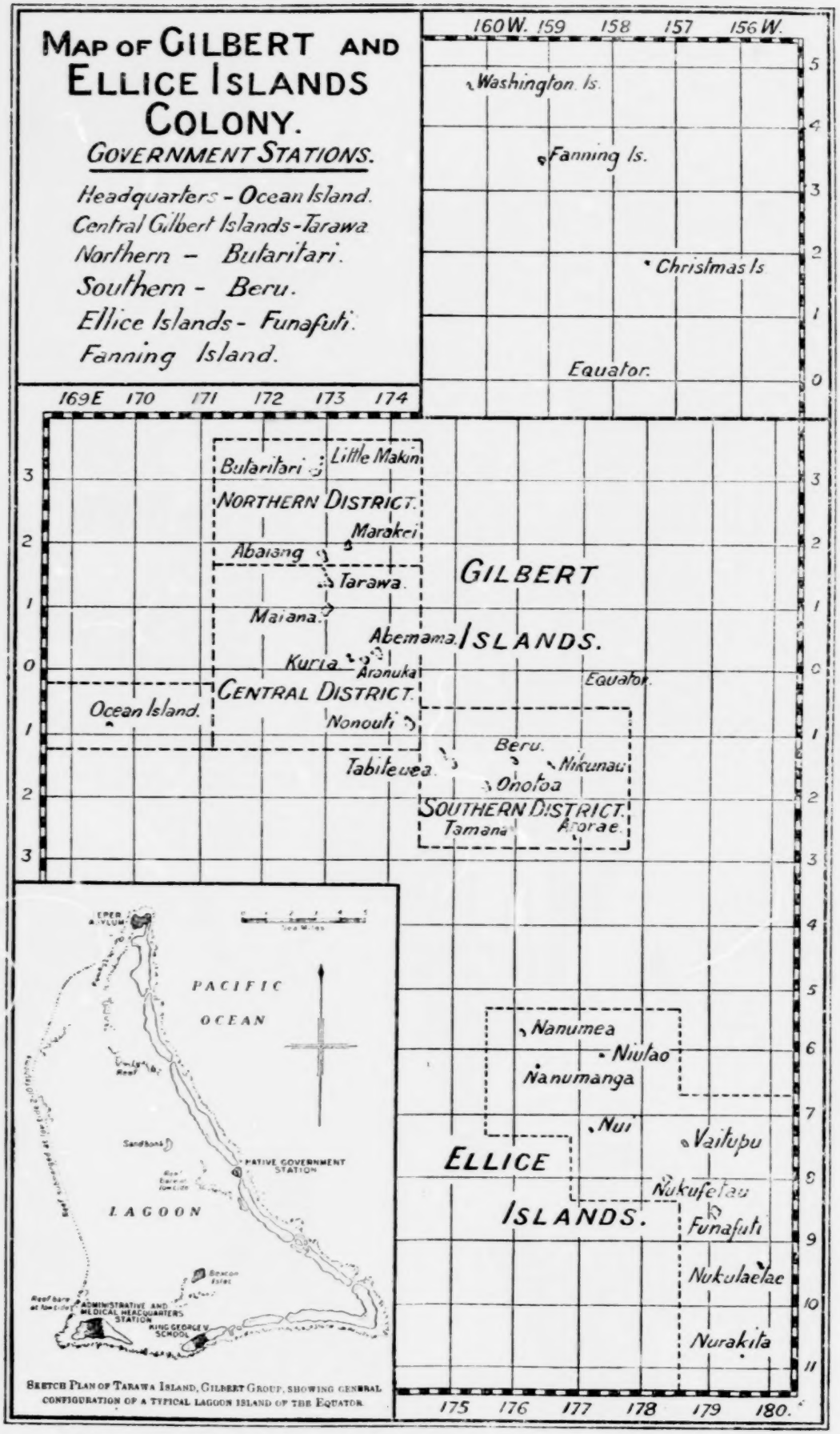
* Copies of these publications may be seen in the Library of the Colonial Office.

† Some of these books may be seen in the Library of the Colonial Office.



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Report for period 1st January, 1935—31st December, 1935

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

The 25 islands of the Gilbert and Ellice Groups form a chain of coral atolls in mid-Pacific, lying between latitudes 4° North and 11° South, and longitudes 172° and 180° East.

Beside these two Groups the Colony contains Ocean Island, some 250 miles to westward, and Fanning, Washington, and Christmas Islands, some 1,800 miles to eastward, of the Gilbert Group. The various components of the Colony are so scattered that a rectangle of a million square miles of ocean would not contain them all; and yet their aggregate area amounts to less than 200 square miles of land.

Geologically speaking, Ocean Island stands alone in the Colony, being an island of the " upheaved " type: its highest point is 280 ft. above sea-level. This island, which is the Colony headquarters, is 1,500 acres in extent and possesses large deposits of phosphate of lime. All the other islands belong to the Central Pacific " area of subsidence ", having been formed by the upward growth of coral around the flanks of mountains long since submerged. The average island only rises about 20 ft. above sea-level, and seldom exceeds a width of five furlongs from beach to beach. The atolls are mere ribbons of land from about 5 to 50 miles long, enclosing lagoons in most cases, and topped with a soil so sandy that it will support no useful plant save the coconut, and pandanus palm, and coarse edible tubers of the taro (calladium) and babai (alocasia indica) families laboriously cultivated by the natives.

The climate is warm but not humid, and is tempered by the trade winds. The nights are cool for equatorial regions. The Colony is free from malaria and fevers of the typhoid group. In normal seasons the annual rainfall ranges from about 40 ins. in the vicinity of the Equator to about 100 ins. in the Northern Gilberts and 120 ins. in the Southern Ellice Islands. In normal seasons the wettest months are December, January and February, while the months with least rainfall are September and October. Ocean Island and the Gilbert Group with the exception of the islands of Little Makin and Butaritari are subject to drought. Fanning Island and the Southern Ellice Islands appear to be outside that area where drought conditions may be expected. Occasional west to north-west gales occur between October and March, but the wind does not reach hurricane force. The Colony lies between the northern and southern equatorial hurricane belts.

The identity of the pre-Gilbertese inhabitants of the Colony is still a matter of mystery. A reconstruction of Gilbertese legendary history, however, indicates that these islands were originally invaded by a Melano-Polynesian folk who came from Indonesia through the Marshall and Caroline Groups. The majority of the host swarmed southwards to Samoa, only a few remaining behind in these islands. After some seven centuries those who had invaded Samoa were ejected and migrated northwards, overrunning and settling in the Gilbert Islands where some of their ancestral descendants were still in occupation. None appear to have settled in the Ellice Islands during this migration from Samoa.

This northward migration must undoubtedly have taken the form of a gradual infiltration from Samoa back to the Gilberts, but four main parties are generally recognized as outstanding. Two of these eventually settled in the Northern Islands, one at Nikunau in the south, and one at Beru and Onotoa. The

social development of the Southern Islands appears to have proceeded along very much more democratic lines than that of the north, which leant towards a monarchical form of society. The two systems shortly came into conflict at Beru, which was invaded and conquered by the King of Butaritari; but the success of the monarchical element was short-lived and the invaders were subsequently expelled with the help of warriors from other Southern Islands. The position was reversed some generations later, when warriors from Beru and Nikunau set out upon a general conquering movement northwards and succeeded in implanting, with varying degrees of success, the social customs of the south among all the Gilbert Islands as far north as Marakei. The kingdoms of the north—Butaritari and Little Makin, Marakei, Abaiang, Tarawa, Maiana and the central islands of Abemama, Aranuka and Kuria—after passing through vicissitudes and experiencing many changes of fortune, exist to this day, but with very much reduced influence. A dynasty which previously held sway over part of Tabiteuea is now to all intents and purposes extinct.

The history of Ocean Island shows many affinities with that of the Gilbert Islands. It appears that the aboriginal inhabitants, like those of the Gilberts, suffered an invasion in early days from Gilolo and the neighbouring islands of the East Indies, and that the majority of the latter passed on in the fullness of time to Samoa, while a small remnant remained and intermarried with the original inhabitants of the Island. As related above, the Samoa " colony " eventually returned to the Gilbert Islands and, of these, a party from Beru journeyed to Ocean Island about 11 generations ago. They dominated the inhabitants and partitioned the major part of the island amongst themselves, establishing an equilibrium between invaders and invaded in a form which is in most respects unaltered to the present day.

Available information indicates that the history of the Ellice Islands is less complex than that of the Gilberts. All evidence points to the conclusion that they are a people of homogeneous culture, while legends—when read in the light of family genealogies—suggest that the settlement of the Group occurred about the 16th century of our era. The Ellice Islanders are generally regarded as a branch of the Polynesian race, while their traditions show that the earliest settlers came from the islands of eastern Samoa, and there appears to have been an infusion of Tongan blood at a later date owing to the marauding voyages of natives of that Group.

The island of Nui in the Ellice Islands must be regarded as having a history somewhat apart from that of the rest of the Group, for the islanders speak a dialect of Gilbertese, while their physical and mental characteristics also suggest strong

affinities with that race. It is assumed that the original Polynesian inhabitants of the island were at some time overwhelmed by a Gilbertese invasion, probably from the islands of Tabiteuea and Tarawa, and that the invaders killed off the majority of the men, and intermarried with the women.

The Gilbert Group was discovered, piecemeal, by British naval officers between 1765 and 1824; the Ellice Group, between 1781 and 1819. The first known white trader came to the Gilberts in 1837, and was responsible for the introduction of rum and guns to the natives of Tarawa. By 1846, when Commodore Wilkes of the United States Navy visited the Gilbert and Ellice Islands, not a few beachcombers and traders had established themselves in both Groups. This was a period of great violence, when native factions were incited and actually led to battle by fugitives from the prisons of civilization, and the native name for the white man was " The Killer ".

In 1856 the first missionary, Hiram Bingham, of the American (Boston) Board of Foreign Missions, preached Christianity in the Gilbert Islands. Between the 'fifties and the early 'nineties of last century, the Ellice Group became the happy hunting ground of the " black birders ", who kidnapped thousands of natives for forced labour in the coffee plantations of Central America, and also introduced measles to the race. By these two evils the race was reduced from over 20,000 souls to under 3,000.

In 1892 the two Groups were proclaimed a British Protectorate by Captain H. M. Davis, of H.M.S. *Royalist*. The jurisdiction of the Resident Commissioner of the Protectorate was extended to Ocean Island by a Proclamation of 1900. At the expressed desire of the natives both Groups were annexed to His Majesty's dominions as the Gilbert and Ellice Islands Colony by an Order in Council of the 10th November, 1915.

Ocean Island and Fanning and Washington Islands were included within the boundaries of the Colony by an Order in Council dated the 27th January, 1916. Christmas Island was included by an Order in Council of the 30th July, 1919.

The Union Group (three islands) lying about 250 miles north of Samoa, formerly a part of the Colony, was excluded and placed under the jurisdiction of the Governor-General of New Zealand by Orders in Council dated the 4th November, 1925.

II.—GOVERNMENT.

The Colony is under the charge of a Resident Commissioner who resides at Ocean Island, which is the Colony headquarters, and who is responsible to the High Commissioner for the Western Pacific who resides in Fiji. There is no Executive or Legislative Council. Ordinances are enacted by the High Commissioner under the provisions of the Pacific Order in Council, 1893.

The Colony is sub-divided into five administrative districts, each under the charge of a European officer who is responsible to the Resident Commissioner. The headquarters of these districts are at Tarawa, Butaritari and Beru in the Gilbert Group, Funafuti in the Ellice Group, and at Fanning Island.

Much of the work of administration is done by the natives themselves. Each Island which has an indigenous population has its own native Government, constituted under the provisions of the Native Laws Ordinance, 1917, and presided over by a native Magistrate whose duties include the administration of the native laws and regulations, and the supervision of the island police, prisoners and prisons. The native Government maintains law and order under the general supervision of the European Administrative Officer of the district of which the island forms part. Each village is in charge of one or more local " Kaubure " (headmen) according to its size and situation. The Magistrate in session with village Kaubure constitutes a monthly Court. On him falls the greater bulk of the executive work and responsibility and, except during the few days in each month when the native Court is in session, it is he who exercises general control, issues instructions, and decides questions on matters affecting the people as a whole. On each island there is a Chief of Kaubure whose duties are to represent the collective opinions of the Kaubure at meetings of the native Court and, while assisting and advising the native Magistrate in matters concerning the administration of the island, to discharge the duties of that official should he be absent through illness or any other unavoidable cause. On each island also is a native Scribe who collects licence fees, fines, and tax copra from the natives, keeps records of Government cash received and disbursed, births, marriages, deaths, rainfall, shipping, and minutes of native Court proceedings, in prescribed books. He is also the local Postmaster.

There are no native Governments in the islands of Fanning, Washington, Christmas or Niulakita, where the native population is not indigenous but represents native labour employed by various commercial concerns for the purpose of producing copra for export.

III.—POPULATION.

The population of the Colony on the 31st December, 1935, according to returns received from the various Districts, was 33,809 comprising 32,993 natives, 536 Asiatics, and 280 Europeans.

The population of Ocean Island amounted to 2,688, of whom 2,048 were natives (691 Banabans, 1,194 Gilbertese, 104 Ellice Islanders, one Fijian and one Solomon Islander), 145 were

Europeans, and 495 Asiatics. The Ocean Island figures show a large increase over those for the previous year owing to the extension of operations by the British Phosphate Commissioners.

The distribution of the population throughout the Colony is shown in the following table:—

POPULATION.

	Natives.	*Europeans.*	*Asiatics.*	*Total.*
Ocean Island	2,048	145	495	2,688
Gilbert Islands:—				
Little Makin	743	2	1	746
Butaritari	1,641	12	8	1,661
Marakei	1,683	4	1	1,688
Abaiang	2,406	18	—	2,424
Tarawa	2,619	20	1	2,640
Maiana	1,409	2	1	1,412
Kuria	261	1	—	262
Aranuka	288	1	—	289
Abemama	828	6	7	841
Nonouti	2,080	4	—	2,084
Tabiteuea	3,850	5	1	3,856
Beru	2,453	14	1	2,468
Nikunau	1,762	3	—	1,765
Onotoa	1,605	—	—	1,605
Tamana	1,110	—	—	1,110
Arorae	1,507	—	—	1,507
Total	26,245	92	21	26,358
Ellice Islands:—				
Nanumea	897	—	—	897
Nanumaga	543	—	—	543
Niutao	702	—	—	702
Nui	426	—	—	426
Vaitupu	764	—	—	764
Nukufetau	431	—	—	431
Funafuti	428	1	—	429
Nukulaelae	221	—	—	221
Niulakita	36	—	—	36
Total	4,448	1	—	4,449
Fanning Island	252	42	20	314
Washington Island	Uninhabited.			
Christmas Island	No figures available.			
Colony Totals	32,993	280	536	33,809

During the year, 1,139 births were recorded and 997 deaths. On Ocean Island there were 100 deaths as against 19 births, but the figures in respect of that Island must at all times be regarded as abnormal, and this abnormality was aggravated during the year under review by epidemics. The 1934 epidemic of beri-beri (caused by the drought experienced during that year) continued during the earlier part of 1935, while during the

months of August and September there occurred a widespread epidemic of virulent influenza, which accounted for no fewer than 44 deaths out of the total of 100.

Copra planting operations were not carried on at Washington Island during 1935.

The number of marriages celebrated in the Colony during the year was:—Natives 362; Europeans 1; Asiatics Nil.

The rate of infantile mortality was 182 per 1,000 births.

IV.—HEALTH.

Hospitals and Asylums.

The Medical Department is administered from Tarawa Island, the Tarawa Central Hospital, which is a Colony Government hospital being the chief medical institution in the Group. Cases of sickness which cannot be treated by native dressers at island hospitals are sent to Tarawa Central Hospital for operative or other treatment at the hands of the senior staff. The Senior Medical Officer is resident at this hospital.

The following statistics show the medical work of the Tarawa Central Hospital during 1935.—

In-patients treated	251
Treatments to out-patients	4,111
Operations performed	344
Anti-yaws injections given	414
Deaths in hospital	15

The Funafuti Hospital is also a Colony Government hospital. It is the central hospital for the Ellice Group, and to it cases for medical and operative treatment are brought whenever the opportunity offers. During the whole of the year the hospital has been in charge of a senior native medical practitioner assisted by a junior native medical practitioner and a staff of native dressers and nurses. The following figures show the work performed at the Funafuti Hospital during 1935:—

In-patients treated	72
Treatments to out-patients	3,754
Operations performed	179
Anti-yaws injections given	417
Deaths in hospital	1

Central Leper Asylum, Tarawa.—Cases of leprosy occurring in the Group are brought to this Asylum whenever the opportunity offers. The island dressers are quick to recognize cases of leprosy among the people under their care and take steps to isolate them until such time as they can be seen by a medical officer and brought to the asylum. During the year, all known lepers in the group were collected and brought to Tarawa by H.M.C.S. *Nimanoa*. On 7th November all the lepers at the asylum were transferred to the Central Leper Asylum at Makogai, Fiji, by m.s. *Tui Cakau*, a vessel specially chartered

for the purpose. The following are the figures for the asylum for 1935:—

In the asylum at the end of 1934	25
Admitted during 1935	32
Died during 1935	9
Transferred to Makogai Asylum	48

Island hospitals.—These are established at each of the Gilbert and Ellice Islands. On two of the Gilbert Islands there are two hospitals. All these hospitals are staffed and supplied with medicines, etc., by the Colony Government from the Tarawa Central Hospital in the Gilberts and from the Funafuti Hospital in the Ellice Islands. Each island dresser travels about his island regularly in addition to attending to his patients at the hospital. At each of the larger islands there are at least two dressers, but at every hospital there is one dresser who is able to perform minor operations such as the extraction of teeth or the treatment of injuries, and also able to give intravenous injections of novarsenobillon for the treatment of yaws. The following figures show the work done by the dressers in the group during the year:—

In-patients treated	3,861
Treatments to out-patients	49,388
Operations performed	2,158
Anti-yaws injections given	16,132
Deaths at island hospitals	258

Mental Asylum.—This is near the Tarawa Central Hospital and is under the direct control of the Senior Medical Officer. All patients are well cared for and the majority are given light duties to perform which keeps them fit physically and helps considerably to improve their mental condition. The following are the figures of admissions, discharges, etc.:—

In Asylum at end of 1934	11
Admitted during 1935	7
Discharged during 1935	6
Deaths during 1935	1
Remaining at end of 1935	11

General Health Work.

Yaws.—The incidence of yaws in the group has declined greatly. As has been stated, island dressers are able to give weekly injections for the treatment of this crippling disease, and the beneficial effect of this work is quite evident to anyone travelling through the various villages. The natives have come to put so much faith in these injections that they present themselves at the hospitals on injection days without any persuasion on the part of the dresser. Such is their faith that many persons who feel " a bit run down " or who have slight or imaginary pains also come for injections, which, they state, make them feel strong again. No person who presents himself for treatment is refused.

Tuberculosis still remains the most fatal of all the maladies of the natives, but the incidence of tubercular adenitis, which was so common some years ago, appears to be diminishing. No doubt the operative measures which have been practised in the Colony during recent years, combined with the administration of malt and cod-liver oil, and other vitamin containing substances such as " ostelin ", have had a great deal to do with the reduction of tubercular adenitis in children. Other manifestations of tuberculosis, however, continue to appear and seven of the 15 deaths which occurred at the Tarawa Central Hospital during 1935 were directly due to tuberculosis.

Filariasis and elephantiasis occur but rarely in the Gilbert Islands but they are very common in the Ellice Group. Much work has been done in the Ellice Islands for the relief of this condition.

Malaria.—Fortunately this disease does not occur in the Colony.

Venereal disease.- -This is very rare. Syphilis is unknown in the Colony but a few cases of gonorrhoea occur, which, however, respond readily to simple treatment.

Chicken-pox is endemic, as is also dysentery, but fatalities from either are rare.

Smallpox has never been introduced into the Colony and strict precautions are taken against its introduction. During 1935 a large percentage of the unvaccinated population was vaccinated. Only three islands remain to be dealt with and the populations of these will be vaccinated as soon as time and circumstances permit.

Maternity and Child Welfare.

Except at such places as Mission schools where discipline is, of necessity, strict, no organized child welfare work is, at present, possible in the Gilbert Islands and confinements are usually conducted by old women recognized by custom as midwives. The people have yet to learn the elements of hygiene. European officers of the Medical Department have not had the time or opportunities to give systematic instruction to the Gilbertese in relation to public health. It is hoped, however, that in the near future, native medical practitioners will be able to bring about an improvement in the living conditions of the natives.

In the Ellice Islands, the people are far more intelligent and enterprising that the Gilbertese, and, by much hard work, the Medical Officer previously stationed there and his staff have been able to train young girls as nurses. These nurses are doing good work among their own people in the care and treatment and feeding of infants.

V.—HOUSING.

Europeans in the service of the Government and industrial and trading firms in the Colony are provided with separate houses of the bungalow type. The majority are built of European material, but native materials are also used to a certain extent. There is no hotel or other accommodation for tourists or visitors at any of the islands of the Colony.

The Chinese labourers employed on Ocean Island by the British Phosphate Commissioners are housed in their own location, the construction of which was completed during 1930. The location contains dwellings, mess-rooms and offices, and two spacious recreation rooms. The work is carried out in reinforced concrete and fibrolite, and the roofs are fibrolite tiled.

The Commissioners' indentured native labourers, together with the labourers' wives and families, are also housed under conditions of cleanliness and comfort. The houses of the married quarters are built with a timber frame and floor, while the roofs are fibrolite tiled. The houses are partitioned medially, and kitchens are provided. The whole structure is raised some two feet above the ground on concrete piles. Three new bathrooms have been added and also one combined bathroom and latrine and one double latrine. All these were built of concrete.

The houses of the unmarried quarters vary in character. Some are concrete houses with fibrolite tiled roofs, while others have a timber structure with concrete floors and galvanized iron roofs. The unmarried labourers eat in a communal mess-room.

The buildings in which the Chinese and indentured native labourers are housed are owned by the British Phosphate Commissioners and are maintained in a good state of repair. Adequate sanitary arrangements are provided.

In addition to the hospitals provided for natives and Chinese, the British Phosphate Commissioners own a hospital on Ocean Island for the accommodation of European patients. The building contains three separate wards and an office for the Medical Officer, Ocean Island.

The British Phosphate Commissioners are building three new houses for married staff. Building was begun in 1934, and at the close of 1935 one was completed and the remaining two partly so.

A regular inspection of all buildings occupied by native or Asiatic labour is carried out by the Medical Officer, Ocean Island, the Officer in Charge of Constabulary, Ocean Island, and the Manager of the British Phosphate Commissioners. In

this way defects are noted, complaints received and rectified, and a high standard of housing conditions is maintained.

All houses occupied by Europeans and Chinese and the Chinese and indentured native locations, are lighted by electricity.

The Banabans (natives of Ocean Island) are not indentured, and live in their own villages. Between 80 and 100 Banabans are, however, employed by the British Phosphate Commissioners as day labourers.

At Fanning Island the indentured labourers are Gilbertese and are housed in suitable buildings constructed of European materials. These buildings are inspected by the Administrative Officer and the Medical Officer stationed at the Island.

In the Gilbert and Ellice Groups the native employees of the Government and trading firms are provided with buildings, out-houses, etc., of a type similar to those in the native villages.

King's Regulation No. 1 of 1915 provides that no dwelling which, in the opinion of the Resident Commissioner or certain other officers mentioned therein, is unfit for habitation shall be assigned to any labourer. In addition to Sections 33 to 36 inclusive of the Regulation mentioned, the Gilbert and Ellice Public Health Ordinance, No. 8 of 1929, provides for the enforcement of sanitary laws.

VI.—PRODUCTION.

The principal products of the Colony are phosphate of lime obtained at Ocean Island, and copra from all the other islands. A small quantity of shark fins is also exported.

Phosphate of lime.—The most important product is the phosphate of lime mined on Ocean Island by the British Phosphate Commissioners. The deposits of the mineral on Ocean Island and the neighbouring island of Nauru (also worked by the British Phosphate Commissioners) give a higher phosphoric acid reaction than those of any other known area. All the phosphate mined is exported.

The quantities and values of phosphate exported during the five calendar years 1931-5, are shown in the following table:—

Year.	*Tons.*	*Value.* £
1931	129,868	159,115
1932	196,875	265,781
1933	188,150	251,917
1934	211,250	279,906
1935	228,100	248,936

The Europeans employed by the British Phosphate Commissioners are engaged in the United Kingdom or Australia for limited periods according to the nature of their respective duties. The Chinese are engaged in Hong Kong and sign a three-years' agreement. They are not accompanied by their womenfolk. The Gilbertese labourers are recruited under the provisions of King's Regulation No. 1 of 1915 and amending Ordinances. Their term of service is 12 months, subject to extension by mutual consent, and one-third of their number are accompanied by their wives and a limited number of children.

Copra is the product of all islands in the Colony except Ocean Island. At Fanning Island and (during such times as the copra plantations there are worked) at Washington Island, Gilbertese recruited labourers are employed. Their term of service is three years, but by mutual consent the term may be extended to four years. Tahitian labour is employed at Christmas Island. In the Gilbert and Ellice Groups all the coconut-bearing lands are in the hands of natives. These lands are not cultivated, and the copra represents coconuts in excess of what are required by the natives for domestic consumption.

The quantities and values of copra exported during the five calendar years 1931-5 are shown in the following table:—

Year.	*Tons.*	*Value.* £
1931	7,397	90,710
1932	6,559	66,077
1933	6,968	67,978
1934	5,259	31,225
1935	7,316	69,490

Mat-making.—The mats woven by native women of pandanus leaf are among the finest in the Pacific. The Gilbertese mats depend upon texture and finish for their appeal; those made in the Ellice Islands are less finely plaited, but are decorated with woven designs of striking colour. Hats of a texture and durability equal to the best Panama are also produced in certain of the Southern Gilbert Islands, and can be made to any size or shape, if blocks are supplied. Fans are manufactured of prepared leaf and coloured feathers. Baskets and bags of beautiful design and workmanship can be made to any pattern. There is no limit to the ingenuity of the native women in the manufacture of fine plaited articles. There is, however, only a local market for them.

Pearl shell exists in the lagoon of Christmas Island, but the lessees (Central Pacific Coconut Plantations, Limited), do not pay much attention to the export of this commodity.

VII.—COMMERCE.

Details of the goods imported during the financial year ended the 30th June, 1935, are as follows:—

General Description.	*Value.* £
Alcoholic liquors	2,958
Bicycles	506
Biscuits	5,062
Building material	1,499
Butter, cheese and eggs	792
Cement	1,474
Coal	4,192
Crude oil	2,480
Drapery	5,718
Explosives and fuse	1,768
Fish	3,495
Fishing materials	392
Flour	1,843
Fruit and vegetables	3,963
Hardware	4,674
Kerosene	1,938
Lubricating oil	1,241
Machinery	13,446
Meat	8,085
Medical goods	1,668
Milk	1,282
Provisions	3,408
Rice	4,983
Sugar	2,677
Tea and Coffee	940
Timber	2,610
Tobacco	6,303
Miscellaneous	27,663
	£117,060

The gross value of imports and the gross value and tonnage of exports for the five years ended 30th of June, 1935, were respectively as follows:—

Year.	*Imports.* £	*Exports.* *Value.* £	*Tonnage.*
1930–31	194,425	253,344	156,563
1931–32	114,511	259,120	148,915
1932–33	117,920	398,068	233,200
1933–34	94,429	259,843	179,276
1934–35	117,060	340,068	241,559

Most of the imported goods are shipped out of Australian ports and are produced in the United Kingdom and Australia. The balance comes from New Zealand, America, Japan, and China. Most of the goods brought to Ocean Island arrive in British ships, but the goods brought direct to other parts of the Colony arrive mainly in foreign ships.

Nearly all the phosphate of lime is exported to Australia and New Zealand and is carried mainly in British ships. During the period under review, however, one shipment of 6,000 tons was exported direct to Finland from Ocean Island. The balance is shipped to Japan.

Of the copra exported during the period under review 4,811 tons were destined for America, 2,162 for Australia and 343 for Japan. The sliding scale of export duty, introduced during the previous year, continued in operation in 1935.

The price paid to traders and native co-operative societies for copra at the beginning of the year was at the extremely low figure of £2 10s., while individual natives would receive 10s. less per ton. A rise in the market price during 1935 was reflected in an increase of 15s. in both prices, but, even so, there remained very little incentive to natives to produce copra on as large a scale as the available land could provide. There was, nevertheless, a very considerable increase in the export of this commodity as compared with that for the previous year.

VIII.—WAGES AND COST OF LIVING.

Europeans.—Europeans in the service of the Government and industrial and trading concerns are provided with free partly furnished quarters. Unmarried employees of the British Phosphate Commissioners receive free board, lodging, and laundry. All houses on Ocean Island are lighted by electricity which is supplied free to employees of the Commissioners; other Europeans pay for the service. With ordinary economy a married couple at Ocean Island can live on about £28 a month and a bachelor on about £20 a month. These amounts would not, however, include provision for luxuries and normal entertainment expenses. The cost of living in the Gilbert and Ellice Islands on the same style would be approximately 20 per cent. higher than the figures given above.

Chinese.—Chinese mechanics employed by the British Phosphate Commissioners on Ocean Island receive an average wage of £6 10s. a month, and coolie labour from 32s. to 36s. a month, with rations, quarters and lighting in both cases.

Natives.—On Ocean Island native labourers employed by the British Phosphate Commissioners under contract receive £1 12s. a month with rations, quarters, and lighting, and a bonus of 8s. a month for satisfactory work. Casual labourers receive 4s. a day without, and slightly less a day with, rations or quarters. In other parts of the Colony the wages vary according to the locality and the nature of the employment. Labour employed under signed contract is paid from £1 a month with quarters and rations to £5 a month without rations. Casual labourers receive from 2s. to 5s. a day, according to whether

free rations are issued or not. Salaries of native employees of the Government range from £12 to over £200 a year. They also receive ration allowances and free quarters.

General.—Where rations are issued they are on a liberal scale. All working tools are provided by the employer. No labourer is required to work for more than nine hours a day with a maximum of 50 hours a week. Only those engaged on necessary services are required to work on Sunday. A capitation tax of £10 a year is payable in respect of each non-native employed in the Colony. Although the individual is liable it is the practice for the employer to pay the tax.

IX.—EDUCATION AND WELFARE INSTITUTIONS.

Up to the year 1920 the two Missions, the London Missionary Society and the Sacred Heart Mission, were responsible for all the education in the Colony. In that year a Colonial Education Department was founded, for the purpose of giving general and special education to native boys who were to be employed in Government and commercial circles. The Department extended its activities in 1930 by undertaking the training of mission native teachers for more competent service in village schools, but this scheme has now been suspended. The bulk of education still remains in the hands of the Missions, but with Government inspections of the new schools established under the teachers trained by the Education Department, and with Government oversight of the central training schools of the two Missions.

The Colony's school system is made up of general and vocational education as follows:—The London Missionary Society of the Gilbert Islands maintains two central training schools, where general education is followed by training for the native ministry and for teaching. Through these central schools, teachers have been provided for all the Protestant village schools in the Gilbert Group. The two central schools are supported from Mission funds, but a small Government grant has been given them since 1918. The Sacred Heart Mission of the Gilbert Islands maintains also two central training schools, with a vocational bias for the priesthood and for teaching. These two schools provide teachers for all the Catholic village schools in the Gilbert Group. A Government grant is also given for the assistance of this Mission's academic work. There are a number of intermediate schools of both Missions, principally convents in the case of the Catholic Mission, where the standard is higher than that of the village schools. A number of the village schools are staffed by teachers trained by the Government, and at these a greatly improved education is being given to about 25 per cent. of

the children of the Gilbert Group. The Education Department maintains four schools, the principal one being at Tarawa. At the Tarawa school, special training is given to selected Gilbertese and Ellice youths, who in turn pass to Government Departments or to commercial concerns. A central school in the Ellice Group, once on an equal footing with the Tarawa school, has been converted into a preparatory school. At Ocean Island, the industrial area of the Colony, two schools are maintained by the Government, one for native boys, who are destined for industrial employment, and one for European children.

Teachers for the Ellice Group are not trained in the Colony. A Mission preparatory school forms a centre from which suitable candidates are drafted to Samoa to attend the London Missionary Society's establishment at Malua. On their return, they are posted to villages as teachers and pastors. The Government makes a small grant to education in the Ellice Islands, and periodical visits to all schools are made by an inspecting officer. There is only one denomination in the Ellice Group, the London Missionary Society. The ship of this society, the *John Williams*, enables mission officials to inspect all the Protestant schools of the two Groups once or twice a year.

The Education Department consists of a Superintendent of Education, two Headmasters, and five native masters. The first-named officer is stationed at Tarawa, and is responsible for carrying out the educational policy of the Government, and for the inspections of all schools, both Government and Mission. The two Headmasters are in charge of schools at Tarawa and Ocean Island respectively. The native masters are distributed among the three native Government schools. The London Missionary Society has eight European missionaries at work in its schools in the Gilbert Islands, but has no European missionary stationed in the Ellice Islands. The Sacred Heart Mission has 28 of its European personnel engaged in teaching duty. There are nearly 250 native Mission teachers employed in the two Groups, including Ocean Island. At Fanning and Washington Islands no schools are maintained.

Academic instruction in the Colony is limited to the primary standard. Secondary education is not attempted by either Government or Mission. Central Mission schools and the Government schools work through an ordinary elementary syllabus. Village schools work to a simple course which advances little further, except in handwork and social sanitation, than half-way through this syllabus. Agriculture, handicrafts and domestic science form a bias at most schools, but with no pretence to advanced instruction. The medium of instruction in all native schools is the vernacular, except that English replaces the native tongue at two senior schools in the higher classes, and Samoan replaces the local dialect, with

which it has close affinity, in the Ellice Islands. Considerable attention has been given to the matter of vernacular text-books; and education is prevented from becoming remote from native life, by moulding it carefully to the needs of the community.

The number of village schools in the Gilbert Group is comparatively high. Each Mission, except at two islands, has its own school at each village whatever its size. Then again the atoll formation of most islands makes for scattered populations and a greater number of schools. The result is that there are over 200 village schools in the Gilbert Group, where the population is only 27,000. A closer grouping of the people would make education much easier than it is, and would facilitate plans for improved schools. In the Ellice Group, with its concentrated populations and but one Mission, only nine village schools are provided for the 4,000 natives.

The appropriation for education during last financial year was lower than that for some time. The various sums voted totalled £4,400 as against £4,990 for the previous year. There was a decrease in salaries to white personnel, but an increase in expenditure on improved village education. The smaller items of expenditure remained much as before. The detail of figures is as follows: improved village education, £565; mission central schools, £500; administration, £815; European School, Ocean Island, £380; King George V. School, Tarawa, £1,470; Ellice Islands School, Vaitupu, £500; Banaban School, Ocean Island, £170.

X.—COMMUNICATIONS AND TRANSPORT.

The following is a summary of the vessels which called at Ocean Island and Tarawa (Gilbert Islands) during the year 1935:—

From	*Ocean Island.*	*Tarawa.*
Australia	19	—
Japan	16	—
Gilbert Islands	10	44
Nauru	16	1
New Zealand	8	—
Marshall Islands	—	3
Fanning Island	—	—
Ellice Islands	1	4
Ocean Island	—	8
Honolulu	—	—
British Solomon Islands Protectorate	—	2
Philippines	1	—
Fiji	1	3
New Guinea	—	2
	—	—
	72	67
	—	—

Some of the vessels which visit Ocean Island discharge mails and stores and then proceed to the neighbouring island of Nauru to load a cargo of phosphate. The remainder carry phosphate from Ocean Island to various ports in Australia and New Zealand, and occasionally to China, Japan and Europe.

Tarawa, which is the distributing centre for mails in the Gilbert and Ellice Groups, is connected direct with Australia by the irregular visits of vessels chartered by Messrs. Burns, Philp (South Sea) Company, Limited, and Messrs. On, Chong and Company, Limited, of Butaritari, for the purpose of exporting copra. Messrs. Nanyo Boyeki Kaisha, of Butaritari, export copra in their own auxiliary schooners, which visit the Colony from the Marshall Islands approximately four times a year.

Communication between Ocean Island and the Gilbert and Ellice Groups is maintained by the Government ketch *Nimanoa*, which makes visits to the islands as and when circumstances require or permit. During the year under review the Gilbert Group was also visited from Ocean Island by the British Phosphate Commissioners' vessel *Triaster* (which was engaged in repatriating and recruiting labour), while the London Missionary Society's vessel *John Williams V.* also provided a connexion between Headquarters and the Group on one occasion.

In addition to the *Nimanoa* and the *John Williams V.*, communication within and between the two Groups is carried on by two small vessels engaged in the copra trade on behalf of Messrs. Burns, Philp (South Sea) Company, Limited, and Messrs. On, Chong and Company, Limited. Under previous conditions the Gilbert Islands were also generally visited once a year by a vessel chartered by the copra producing concern at Fanning Island, but cessation of activities by the latter firm has resulted in no such visit having been paid during 1935. Communication between the Gilbert and Ellice Groups and Fiji is maintained by the *Nimanoa* (which visits Suva for overhaul approximately once a year) and by the *John Williams V.*, which pays two or three visits to the Colony annually. One of His Majesty's ships of war also visits the Colony each year.

Roads.

Roads in the Gilbert and Ellice Islands were first made at the instigation of the early missionaries from Hawaii and Samoa. Though they are not of elaborate construction, they suffice for the needs of the islands and the surface of reef mud is adequate to support motor-bicycle traffic. While the roads on Abaiang Island run continuously for some 25 miles, yet on the majority of the islands bicycling is rendered difficult by the frequent breaks in the land, where the ocean connects with the lagoon. The aggregate length of the island roads is estimated at 300 miles.

Wireless Communication.

No inland telegraph service exists at present on any island in the Colony, but a telephone system comprising some 40 subscribers has been in operation at Ocean Island for some time. This system, mainly the property of the British Phosphate

Commissioners, is operated through a small exchange situated at their power house.

A radiotelephone service, owned and operated by the British Phosphate Commissioners, is in operation between Ocean Island and Nauru. This service is extended to the Commissioners' steamers *Triaster* and *Triona* when those vessels are in range.

A radiotelegraph station is maintained at Ocean Island by the Government. This station conducts a government, public, and maritime service and is the clearing point for all traffic " into " and " out of " the Colony, from and to all parts of the world. During the year under review the old spark transmitter at this station which was supplemented by a " home-made " short-wave low-power set, was replaced by a modern short and medium wave 500 watt transmitter.

An amateur low-powered short-wave transmitter has been operated for some years by the Administrative Officer in the Ellice Islands. During the year 1935 this station was in receipt of a subsidy from Government funds, and was, in consequence, opened for public traffic. The station at present maintains commercial schedules with Ocean Island and with Suva Radio. It transmits daily weather reports to the latter. By far the greater portion of traffic handled by Funafuti Radio consists of official messages on Government business. On account of the remoteness of Funafuti from headquarters, this service is naturally of great value to the Administration.

Messrs. Burns, Philp (South Sea) Company, Limited, maintain a small radiotelegraph station at Tarawa Island in the Central Gilberts for communication with certain shipping, the island of Beru in the Southern Gilberts, Butaritari, and, through Ocean Island Radio, to all parts of the world.

The London Missionary Society maintains a low-power radiotelegraph station at the Society's headquarters at Rongorongo, Beru. This station communicates with Tarawa Island and gives a limited public service. Communication with the outside world is effected via Ocean Island Radio. A low-powered radiotelephone transmitter also forms part of the installation, but is not used for commercial purposes.

During previous years wireless communication with the Northern Gilbert Islands District was only obtainable while Messrs. On, Chong and Company's vessel, s.s. *Macquarie,* was in port at Butaritari. During 1935, however, a modern radiotelegraph station was established by that Company at their Butaritari premises, and regular schedules are now kept with Ocean Island, Beru and Tarawa. At the same time, the installation on board s.s. *Macquarie* was withdrawn.

At Fanning Island a low-powered telegraphy transmitter is in operation by the local Manager of Cable and Wireless, Limited. This is purely a private station and is used for communication with vessels in the vicinity.

XI.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

An agency of the Commonwealth Bank of Australia (Savings Bank Branch) is established on Ocean Island. The rate of interest during the period under review was 2 per cent. per annum on the first £500 at credit of each account and 1¾ per cent. per annum on the excess of balance of £500 to £1,000. There are no banks in the Gilbert and Ellice Groups, where the traders generally have a current account with the principal firms who act as their agents and bankers. Natives may deposit their cash with the Government for safe keeping and may withdraw whatever amounts they may require from any financial officer in any part of the Colony upon personal application and the production of the pass-book. A few natives of the Ellice Islands have opened accounts with the Government Savings Bank in Fiji.

Currency.

All taxes, duties, fees, fines, and wages are payable in British coin, but the currency commonly used in the Colony is Australian. A system of international money orders is established. Postal orders of values from 6d. to £1 are issued from Ocean Island only, but are cashed throughout the Colony.

Weights.

The local use of standard weights and measures of the United Kingdom is validated by Ordinance No. 10 of 1916.

The Officer in Charge of Armed Constabulary was appointed an Inspector of Weights and Measures during the period under review.

XII.—PUBLIC WORKS.

The Public Works Department staff consists of a European Superintendent, a European Foreman, one Chinese carpenter, four native and half-caste carpenters and three temporary native mechanics. This staff is assisted, whenever practicable, by prison labour. In the absence of the Superintendent of Works, European Officers of the District Administration and the Medical and Education Departments supervise the public works being carried out at their respective stations. The Native Governments supervise the communal works carried out on respective islands. The Superintendent of Works periodically inspects and reports on the condition of all buildings maintainable under the upkeep of stations vote at the District Stations in the Colony.

Ocean Island.

The removal of Government Headquarters to another site was begun in November, 1935. The foundations of new quarters for the Accountant were laid, and the brick walls were partly

built by the end of December. A new road was made from Buakonikai village to the site of the new station; the main road to Ooma was widened and re-made where necessary to enable the Government motor lorry to deal safely with the materials to be transported.

New quarters.—Quarters were constructed during the year for the following:—the Foreman of Works, the Secretary to the Government, the Clerk and Customs Officer, the Chinese carpenter and Chinese mechanics.

Police lines.—New electric light poles and transmission lines were installed in March, and new wiring and fittings put in for lighting the police barracks, mess room, orderly room, gaols and parade ground. Four new kitchens were built, and two separate bathrooms were constructed. One new building of European materials, for the accommodation of two families, was completed, and a second building was partly finished by the end of December.

Incinerators.—One concrete incinerator was constructed in the police lines, and one was finished in Buakonikai village. Each has a grate area of 13½ sq. ft., and a burning capacity of 470 cu. ft.

Sewerage.—Four 120 gallon, and eleven 60 gallon size Kaustine sewerage systems were installed on the Government Station at Ocean Island, to replace the dry pan systems in use. Three native village latrine huts were constructed of asbestos cement and corrugated iron.

Banaban Hospital.—Three hundred and fifty feet of wire fencing 10 ft. high was erected around two isolation wards in May.

Senior Wireless Officer's Quarters.—Structural alterations were carried out, and a new hardwood floor was laid. The quarters were re-painted.

The disused Government offices were partly demolished, and the building re-conditioned for use as a store for Public Works Department materials.

Gilbert Islands.

Central District.—The Government wharf at Tarawa Station was repaired, and an extension, with new concrete steps, was built.

The shore beacon at Betio collapsed during a gale in October. A new temporary beacon was erected on an iron framework. The beacon at Bikeman Islet collapsed during a gale; the foundations were renewed, the iron frame and parts of the beacon were repaired, and the guys and rigging replaced. Work on the beacons was completed in December. Repairs to the sea wall were put in hand.

The quarters of the Engineer of H.M.C.S. *Nimanoa* were repaired; an extension to the cement floor was made and the roof was re-thatched.

Northern District.—Reconstruction of the Administrative Officer's quarters at Butaritari was commenced in May, and almost completed at the end of December.

Southern District.—A double storied house was completed in September, on the Government Station at Beru, for the use of native members of the Lands Commission.

Ellice Islands.

Demolition of the old male gaol at Funafuti was completed on the 5th of January, and a new concrete gaol building was erected on the site.

Fanning Island.

No public works were carried out in this District during the year.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

Civil and criminal jurisdiction is exercised in the Colony by Deputy Commissioners sitting in Courts constituted under the Pacific Order in Council, 1893. In civil matters appeals may be made from these Courts to the Supreme Court of Fiji (vide Article 88 of the Pacific Order in Council, 1893). As regards criminal jurisdiction, all sentences of imprisonment exceeding six months or of fines exceeding £100, imposed by the Court held otherwise than before the High Commissioner or a Judicial Commissioner, are submitted automatically for review by the Supreme Court of Fiji, sitting as a Court of Appeal (vide Articles 80 and 81). If, in criminal proceedings, the accused be charged with an offence punishable with death or penal servitude for seven years or more, the Deputy Commissioner's Court has no power to try the case, but, if satisfied that there is reasonable ground to put accused upon his trial, must commit him for trial before a Judicial Commissioner.

There is practically no Police Court work in the Colony except at Ocean Island, where, in the absence of a resident judicial officer, the Resident Commissioner or the Administrative Officer carries out the necessary magisterial duties.

The business of the Ocean Island Court is chiefly connected with the application of the rules made under King's Regulation No. 1 of 1915 and Ordinance No. 9 of 1929 for the governance of the native and Chinese labourers locally employed by the British Phosphate Commissioners.

Statistics of the Court's work for the year 1935 are set forth in the following table. It will be noticed that the number of charges has decreased steadily from 1,007 in 1930 to 55 during

STATEMENT SHOWING NUMBER OF PERSONS TRIED IN HIGH COMMISSIONER'S COURT FOR THE WESTERN PACIFIC FOR THE YEAR 1935. OCEAN ISLAND.

Offences.	Tried Summarily.	Nationality.		Fines.	Dismissed.		Imprisoned.	
		Native.	Chinese.		Native.	Chinese.	Native.	Chinese.
				£ s. d.				
Breach of Regulations	34	23	11	6 15 3	—	—	—	2
Larceny	14	4	10	8 15 0	1	—	3	1
Unlawful Possession	1	—	1	—	—	—	—	1
Breaking and Entering	1	—	1	—	—	—	—	1
Assault	2	2	—	—	—	—	2	—
Aiding and Abetting	1	1	—	—	—	—	1	—
Threatening and Insulting Behaviour ...	1	1	—	0 10 0	—	—	—	—
Obstructing Police	1	—	1	2 10 0	—	—	—	—
Total	55	31	24	18 10 3	1	—	6	5

Total Charges—55.

the period under review. The majority of persons tried before the Court are charged with breaches of the labour regulations and it is chiefly due to the decrease in the charges of this nature that the total statistics have fallen so steadily. This, in turn, may be attributed to improved labour conditions and a closer supervision of the labourers themselves.

There are no practising barristers or solicitors in the Colony.

A code of Native Laws is administered in the Native Courts (consisting of Native Magistrates and village Kaubure) under the supervision of Administrative Officers. European officers, when possible, attend either during or after the sessions of the Courts and are empowered to review, alter and amend the sentences imposd by the Native Courts. Though the Native Magistrates are, on the whole, surprisingly efficient considering their education, their chief weakness is an imperfect realization of the relative gravity of offences within the same class.

Island Regulations for the good order and cleanliness of the islands are enacted by the Native Government under authority of the Native Laws Ordinance No. 2 of 1917, such Regulations being subject to the approval of the Administrative Officer, on behalf of the Resident Commissioner. These Regulations have been published in book form in the English, Gilbertese, and Samoan languages.

Armed Constabulary.

The Police of the Colony consist of an Armed Constabulary constituted under Ordinance No. 9 of 1916, and an Island Police Force appointed under the Native Laws Ordinance No. 2 of 1917. The Armed Constabulary is under the command of the Resident Commissioner. A European Officer of Constabulary is in charge of the police establishment at Ocean Island. The non-commissioned officers and men are natives, the authorized strength being 61. The native Magistrate of each island is responsible for the supervision of the Island Police Force, whose total numerical strength in the Colony stands at 266.

Of the 61 non-commissioned officers and men in the Armed Constabulary, 45 are stationed at Ocean Island where regular beat, night patrol, and guard duties are carried out, and special constables are supplied as required to maintain discipline and order. The majority of the police stationed at Ocean Island are Ellice Islanders who have proved themselves to be patient, good natured, and intelligent in handling the mixed races of the community.

A severe outbreak of virulent influenza occurred on Ocean Island during the period under review and 90 per cent. of the Force and their dependants were affected. In several cases pneumonia supervened but fortunately there were no fatalities.

Recreation in the form of cricket and football is encouraged, and these together with physical training and bayonet drill, ensure fitness among the members of the Force.

XIV.—LEGISLATION.

No legislative acts of major importance were passed during the period under review. Only one Ordinance, dealing with the work of the Gilbert and Ellice Islands Native Lands Commissions, was enacted.

There is no specific factory legislation in the Colony, but the provisions of Ordinance No. 5 of 1931 provide for the enforcement of certain Conventions relating to the employment of women and young children in industrial undertakings. There is no legislative provision for old age, nor legislation dealing with compensation for accidents. It is, however, the practice of commercial firms in the Colony to grant monetary or some other form of compensation to any of their workmen who sustain injuries during the course of their employment. In the event of the workman's decease, monetary compensation is awarded to the dependants.

Section 40 of King's Regulation No. 1 of 1915 and paragraphs 13 to 15 of the Schedule to the Employees Control Ordinance No. 9 of 1929 make provision for the treatment of sickness amongst labourers free of charge.

XV.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The totals of the revenue and expenditure of the Colony for the last seven years were as follows:—

Year.	*Revenue.*			*Expenditure.*		
	£	s.	d.	£	s.	d.
1928–29	73,712	1	3	60,595	0	9
1929–30	67,105	11	7	59,324	3	5
1930–31	63,704	16	10	61,453	14	2
1931–32	49,110	10	9	53,946	11	10
1932–33	59,399	17	3	46,753	9	4
1933–34	45,358	16	6	53,299	1	4
1934–35	52,922	19	4	53,983	5	5

Revenue.

The following are the details of revenue for the last three years:—

	1932–33.			*1933–34.*			*1934–35.*		
	£	s.	d.	£	s.	d.	£	s.	d.
Customs Duties	22,985	2	11	18,253	15	1	13,978	11	6
Native Taxes, etc. ...	6,205	8	11	3,307	1	4	2,965	11	6
Licences, etc.	11,046	3	3	8,522	10	6	3,068	1	2
Fees, Reimbursements, etc.	4,391	1	10	4,499	16	3	3,577	19	8
Post Office	463	14	11	394	10	6	1,250	12	2
Telegraphs	135	5	6	105	13	6	321	1	10
Royalties	5,700	15	0	4,880	2	0	5,273	15	0
Interest	4,372	4	9	3,583	17	10	3,686	14	6
Miscellaneous	3,350	0	2	873	19	6	708	10	0
Imperial Grant	750	0	0	937	10	0	750	0	0
Contribution by B.P.C. ...	—			—			17,342	2	0
	£59,399	17	3	£45,358	16	6	£52,922	19	4

Under Ordinance No. 3 of 1934 the British Phosphate Commissioners pay, in lieu of customs duties (at minimum preferential rates), capitation taxes and other taxes levied under Ordinance No. 15 of 1917, a sum equal to the difference between other annual revenue and the total annual expenditure (other than expenditure from surplus balances). The sum thus paid is credited to the Head " Consolidated Contribution to Revenue by the British Phosphate Commissioners " and receipts from taxes, etc., thus commuted show a corresponding decrease. The system of commuted taxation between the Government and Cable and Wireless, Limited, and Central Pacific Coconut Plantations, Limited, Fanning Island, was terminated during the period under review.

Only a small increase was shown in the amount received from native taxes, owing to the continuance of the low price of copra. Export duty on copra, at the *ad valorem* rate of 5 per cent., based on the London price of this commodity at the end of each month, showed an increase, due to the export of a larger quantity than in the preceding financial year.

The large increase in postal revenue was due to the sale of Silver Jubilee postage stamps between 6th May and the close of the financial year. Postal revenue from money orders decreased, however, owing to the unfavourable rate of exchange in Hong Kong.

An increase in the amount of phosphate shipped from Ocean Island during the period under review resulted in a corresponding increase in revenue received under " Royalties ".

The decrease under " Miscellaneous " was due to a further depreciation of the value of the stocks in which Colony funds are invested.

Expenditure.

The following are the details of expenditure for the last three years:—

	1932–33. £ s. d.	1933–34. £ s. d.	1934–35. £ s. d.
Pensions and Gratuities...	1,934 13 6	1,503 6 4	3,430 6 7
High Commissioner's Dept.	2,356 17 5	2,497 19 2	2,416 3 2
Resident Commissioner's Dept.	2,895 9 11	2,666 14 2	3,163 1 1
Treasury and Customs ...	1,842 15 6	1,853 18 7	1,960 3 10
District Administration	3,269 4 11	3,334 14 7	4,000 19 10
Police and Prisons ...	6,535 16 11	5,956 19 7	5,079 11 2
Defence Forces	18 8 4	55 17 0	62 14 1
Medical Dept.	9,686 10 5	9,836 13 2	9,573 15 8
Transport (Govt. Vessel)	4,710 7 2	7,884 16 7	5,528 17 10
Post Office	510 13 9	505 2 2	719 6 3
Telegraphs	1,184 1 6	1,240 5 4	999 14 0
Audit Department ...	407 15 8	300 3 2	408 0 10
Miscellaneous	2,113 4 3	3,218 14 4	4,936 8 0
Education Dept. ...	4,655 0 0	4,383 13 10	3,960 3 7
Public Works Dept. ...	924 16 6	931 1 5	1,064 13 5
Public Works (Ann. Recurrent)	953 13 7	1,337 0 1	1,072 6 5
Public Works (Extraordinary)	300 2 11	1,974 0 7	1,610 19 10
Island Administration ...	2,453 17 1	3,828 1 3	3,402 5 8
Lands Commission :—			
Gilbert Islands ...	—	—	543 9 0
Ellice Islands	—	—	50 5 2
	£46,753 9 4	£53,299 1 4	£53,983 5 5

Expenditure on pensions, etc., showed a considerable increase in 1934-5 due to the payment of retiring gratuities to four European officers in addition to certain gratuities to native officials and members of the Armed Constabulary.

The decreased expenditure on Police and Prisons was partly due to the fact that the post of Officer in Charge of Armed Constabulary was vacant during the last six months of the year, and partly due to decreased expenditure on rations, due to the large stocks in hand from the previous financial year.

Expenditure on the Government vessel (under the head of "Transport") showed a decrease, fewer repairs being necessary in view of the extensive overhaul of the vessel in the previous year. Expenditure on salaries, however, showed an increase due to the employment of a substitute during the Master's absence on leave.

Miscellaneous expenditure showed a further increase during the period under review due mainly to the refund to the British Phosphate Commissioners of taxes, etc., paid during 1933-4, in respect of the first half of the financial year 1934-5, but later commuted under Ordinance No. 3 of 1934. Extra expenditure was also incurred on account of the drought prevailing at Ocean Island which necessitated the issue of drought relief rations to the native community. This expenditure was, however, recovered under the fourth head of revenue.

Expenditure on Education was reduced, due to the appointment of the Headmaster, Ellice Islands, as an Administrative Officer.

Public Debt.

The Colony has no public debt.

Assets and Liabilities.

The assets and liabilities of the Colony as on the 30th June, 1935, were as follows:—

	£ s. d.	*Assets.* £ s. d.	*Liabilities.* £ s. d.
Cash :—			
In Colony	1,649 5 7		
In Bank	13,682 4 6		
With Agents, etc.	4,127 16 6		
		19,459 6 7	
Fixed Deposits		98,500 0 0	
Remittances		851 14 0	
Deposits :—			
Banaban Royalty Fund, invested	41,239 10 0		
Banaban Provident Fund, invested	31,933 9 10		
Banaban Landowners' Fund, invested	22,500 0 0		
Estate of M. Shea, invested	450 0 0		
Estates Trust	1,388 18 5		
Deposits on trust	2,265 15 8		
Banaban Royalty Fund ...	4,812 13 7		
Banaban Interest accounts	3,326 16 9		
Other accounts	9,664 10 4		
			117,581 14 7
Advances	... ...	372 2 2	
Joint Colonial Fund	... ...		9,000 0 0
Unallocated Stores	... ...	840 9 9	
Imprests	... ...	3,716 11 8	
Investments :—			
Colony Cash (stocks) ...	... ...	21,728 11 4	
Banaban Royalty Fund :—			
Stocks	29,174 16 1		
Fixed Deposits	12,064 13 11		
		41,239 10 0	
Banaban Provident Fund :—			
Stocks	11,937 19 10		
Fixed Deposits	19,995 10 0		
		31,933 9 10	
Banaban Landowners (Fixed Deposit) ...		22,500 0 0	
Estate of M. Shea (Savings Bank) ...		450 0 0	
Excess of Assets over Liabilities			115,010 0 9
		£241,591 15 4	£241,591 15 4

Taxation.

Taxes, with the receipts therefrom in 1934-5, were as follows:—

	£	s.	d.
(*a*) Import duties	11,404	11	11
(*b*) Export duty on copra at 5 per cent. *ad valorem* ...	2,573	19	7
(*c*) Native Land Tax (assessed annually according to the productivity of each island, and paid in copra)	2,461	9	0
(*d*) Licences (principally store licences—£961, ship licences—£891)	2,466	18	5
(*e*) Capitation Tax, at £10 a head on non-natives of the Pacific Islands (other than public officers, ministers of religion and certain others) ...	324	0	0
(*f*) Payments by Fanning Island, Ltd., Central Pacific Coconut Plantations, Ltd. (at Christmas Island) and Cable and Wireless, Ltd. in commutation of taxation	256	13	4
(*g*) Contribution to revenue by British Phosphate Commissioners in commutation of taxation ...	17,342	2	0
(*h*) Royalty paid by Central Pacific Coconut Plantations, Ltd. on account of occupation of Christmas Island	100	0	0
(*i*) Royalty on phosphate exported from Ocean Island at 6d. per ton	5,173	15	0
	£42,103	9	3

Of the above taxes (*g*) and (*i*) are furnished by the phosphate industry of Ocean Island, and (*b*), (*c*) and the bulk of (*d*) and (*e*) by the native copra-growing industry of the Gilbert and Ellice groups of islands.

Customs Tariff.

A preferential customs tariff in favour of British goods was established by Ordinance No. 2 of 1934 as from the 15th March, 1934. On most classes of imports the preferential duty is the same as the duty levied under the superseded tariff, while the general duty is, in most cases, double this rate.

Specific duties are as follows:—

		Preferential.	*General.*
Malt liquors	per gal.	3s.	6s.
Anchors and chains	per lb.	½d.	1d.
Cards, playing	per pack	1s.	2s.
Cement	per cwt.	8d.	1s. 4d.
Cigarettes	per lb.	6s.	9s.
Cigars	per lb.	7s. 6d.	11s. 3d.
Dynamite, etc.	per lb.	6d.	1s.
Iron, black	per lb.	30s.	60s.
Iron, galvanised, and wire rope	per ton	60s.	120s.
Iron, pig or scrap	per ton	20s.	40s.
Petrol, etc., crude and Diesel oils	per gallon	4d.	4d.
Kerosene (by closed flash test)	per gallon	3d. – 6d.	3d. – 6d.
Mineral oils, other, in bulk ...	per gallon	6d.	6d.

		Preferential.	*General.*
Oils, non-mineral, in bulk ...	per gallon	6d.	1s.
Paints and colours	per cwt.	4s.	8s.
Putty	per cwt.	3s.	6s.
Spirits, methylated	per gallon	2s.	4s.
Spirits, other	per gal. (or proof gal. if applicable).	26s.	39s.
Tanks, iron	each	10s.	20s.
Timber, dressed	per 100 ft. super.	2s.	4s.
Timber, undressed	per 100 ft. super.	1s. 6d.	3s.
Tobacco, manufactured, in packets or plugs.	per lb.	3s.	4s. 6d.
Tobacco, manufactured, in tins.	per lb.	5s.	7s. 6d.
Tobacco, unmanufactured ...	per lb.	2s.	2s.
Wines, sparkling	per gal.	10s.	15s.
Wines, still	per gal.	4s.	6s.

Duties *ad valorem* are in most cases 12½ per cent. preferential and 25 per cent. general. Watches are at 12½ per cent. whatever the country of origin. Bicycles and motor cycles (and parts thereof), musical instruments and appliances, and perfumery, are at 15 per cent. and 30 per cent. respectively. Jewellery is at 20 per cent. and 40 per cent. respectively. The preferential duty on machinery and parts thereof, and railway material, is 10 per cent., and the general 20 per cent.

The following goods, while exempt from duty if of British origin, are charged at 12½ per cent. if foreign:—Copra sacks; Church materials and furnishings; medical goods for free distribution by missions; cinema films; flour; infants' foods; fruits and vegetables; apparatus for printing religious and educational books; manures; milk; mosquito netting; Rifle club prizes and rifles; rice; sailcloth for canoes; school materials, furnishings and prizes; soap (plain); sugar; surgical instruments; uniforms for Boy Scouts and Girl Guides.

The following goods are unconditionally exempt from duty:—Animals and birds; articles by parcel post on which the duty would not exceed 6d.; ships' ballast; coal and coke; coconuts; coin of the realm and currency notes; copra; cylinders for gas or ammonia; flags; guano; Government medals, etc.; oysters, living; pictures and photographs, unframed; printed matter; seeds; samples; postage stamps; official uniforms; vaccine lymph and other antitoxins; passengers' baggage—personal effects, used tools of trade, and household effects not exceeding £100 value which have been in use for not less than one year.

The cost of packages is included in the dutiable value of goods.

Excise and Stamp Duties.

There are no excise duties. The only stamp duty is that charged under the provisions of Ordinance No. 14 of 1917, viz.: 2d. on every receipt (other than a receipt issued by or to the Government) for a sum exceeding forty shillings.

Hut Tax or Poll Tax.

There is no hut or poll tax. A capitation tax of £10 *per caput* per annum is levied upon non-natives of the Pacific Islands (with certain exceptions), and an annual tax, payable in copra, is levied upon landowners.

XVI.—MISSIONS.

There are two Missions established in the Colony, the London Missionary Society (Congregationalist) and the Sacred Heart Mission (Roman Catholic).

The headquarters of the London Missionary Society in the Gilbert Islands are at Rongorongo, Beru, where a central training school for native pastors and a printing press are established. A European staff of three ministers and one lay helper assisted by their wives and one other lady carry on the work of the Group. The living and housing conditions maintained at Rongorongo, both for natives and Europeans, reach a high standard of comfort when compared with the average mission station in other parts of the Pacific.

The Ellice Islands come within the sphere of operations of the Samoan Branch of the London Missionary Society. There is no Roman Catholic Mission in the Ellice Group.

The centre of the activities of the Sacred Heart Mission is at the Island of Abaiang, where a printing press and a central training school are established. A staff of over 50 priests, sisters, and lay brothers is distributed over the Gilbert Group.

Approximately 43 per cent. of the natives of the Gilbert Group are adherents of the London Missionary Society and 35 per cent. are adherents of the Sacred Heart Mission, the remaining 22 per cent. still retaining their ancient faiths. All the natives of the Ellice Group are adherents to the London Missionary Society.

Ocean Island, where most of the European population of the Colony is concentrated, is usually visited once a year by either the Bishop of Polynesia or a Church of England minister from Australia, who remains in residence for about a month. The European missionary of the London Missionary Society who resides at Nauru also visits Ocean Island once a year and conducts services for Europeans during his stay on the island.

No appointment has yet been made to the Roman Catholic post of Bishop of the Gilbert Islands, which became vacant on

the retirement of Monseigneur J. M. Bach, D.D. (Sacred Heart Mission) in the month of April, 1934.

Two Mission Jubilees were observed during the period under review, the 50th anniversary of the landing of the first missionaries of the Boston Mission being celebrated on the 1st December, and the 25th anniversary of the coming of the Sacred Heart Mission to Ocean Island occurring on the 22nd December.

XVII.—LANDS.

The native method of land tenure may be described as a compromise between the communal and individual systems. In theory a landowner has only a life interest in the property, but in practice he is allowed by custom to exercise a reasonable initiative in the alienation of portions of his lands to relatives outside the immediate circle of his next-of-kin.

Most of the land in the Gilbert Group is needed for the support of the native population, but there is much spare coconut-producing land in the Ellice Islands, where many tons of copra are annually wasted. A real benefit would be conferred upon the native if these spare lands could be worked on behalf of the owners upon a profit-sharing basis.

Under existing legislation—Native Lands Ordinance No. 16 of 1917, and Ordinance No. 1 of 1928 containing amendments thereto—no sale of native lands to non-natives is permitted, and no lease may be granted for a longer period than 99 years, nor for any one parcel of land in any one island of greater extent than five acres, without the approval of the High Commissioner.

A Native Lands Commission was constituted by Ordinance No. 8 of 1922 to determine questions of ownership and to establish new land registers. The Commission adjudicated in disputed rights and questions of ownership, and established new land registers during its sessions on the islands of Banaba, Little Makin, Butaritari, Marakei and Abaiang. Some work was also carried out on the southern part of Tarawa, but the lands settlement of the northern part of the Island was not completed. The activities of the Commission were necessarily restricted after the year 1926, as the Lands Commissioner was also Resident Commissioner of the Colony.

Provision was made in the 1934-5 Estimates for the resuscitation of the Lands Commission Department, and in view of the great divergence of lands customs obtaining in the Gilbert and Ellice Groups, it was decided that two separate Commissions should be constituted. In the Gilbert Islands, an officer was seconded from the District Administration to assume the new duties, while the officer administering the Ellice

Islands District was appointed to hear lands cases conjointly with his administrative functions.

By the terms of Ordinance No. 1 of 1935, provision is made for the making of Regulations to govern the Commission's procedure, while the same enactment vests appellate jurisdiction in the Resident Commissioner with final appeal, under certain circumstances, to the High Commissioner for the Western Pacific.

Titles to slightly less than half the lands on the Island of Beru formed the subject of hearing before the Gilbert Islands section of the Lands Commission during the first four months of 1935, but sessions were largely interrupted by the illness of the Lands Commissioner and were discontinued on that officer's proceeding on leave at the beginning of May. Thereafter the native members of the staff visited other of the Southern Islands receiving notice of claims and disputes preliminary to a resumption of sittings of the Commission proper.

Lands cases in the Ellice Islands were heard at Funafuti, while preliminary work was carried out also at the island of Nukufetau. Over 100 cases were heard and settled at the former island.

Freehold sale of land between natives is of extreme rarity, while sales to non-natives are now forbidden by law. A European wishing to lease land and to enjoy the produce of its trees would pay an annual rent in the neighbourhood of £2-£3 per acre, though this price varies greatly from island to island and should not be regarded as by any means a ruling estimate of value. Special rates obtain on Ocean Island, where the value of phosphate deposits must be taken into account.

The lands on Fanning, Washington and Christmas Islands are in the hands of companies and are not available for purchase or lease in sub-divided areas.

XVIII.—NATIVE CO-OPERATIVE SOCIETIES.

While native co-operative societies have been formed in virtually every island in both the Gilbert and Ellice Groups, it is still too early to state whether or not the movement will prove an ultimate success, and along what lines it will develop in the future. These societies have recently passed through a very anxious and trying period due to the very low price of copra, the impossibility of selling their copra or buying any goods except from one of the two European trading firms, both of which maintain the same level of prices, and the lack of legislation for their guidance and control under government supervision. It is probable, however, that these recent times of economic stress are not without a valuable effect on the movement generally, for the inefficient and weaker societies have been wound up, and the better organized societies have gained

much valuable experience of adverse economic conditions. The recent improvement in the price of copra during the last twelve months should, if maintained, do much to encourage the co-operative societies to increase their output and improve their organizations generally.

The lack of guiding legislation is probably the greatest handicap which the societies and those officers interested in supporting the movement have had to face. Draft legislation on the subject is under consideration.

XIX.—WEATHER REPORTS AND RAINFALL STATISTICS.

Modern meteorological instruments are installed at Ocean Island and supervised by an officer of the British Phosphate Commissioners, who specializes in this work and transmits daily weather reports to Suva. The meteorological station at the Ellice Islands school, Vaitupu, is now closed and the instruments have been transferred to District headquarters at Funafuti. Recordings are forwarded daily by wireless to Fiji while monthly meteorological reports are transmitted to the Air Ministry in London and to the harbour-master at Suva.

The annual rainfall statistics in inches for the islands of the Colony during the year 1935 were as follows:—

Ocean Island ... 58·08

Gilbert Islands:—

Butaritari	95·67	Abemama	37·36
Little Makin	90·28	Nonouti	31·45
Marakei	69·54	Tabiteuea	37·44
Abaiang	59·01	Beru	38·89
Tarawa	44·88	Nikunau	26·24
Maiana	49·28	Onotoa	45·86
Kuria	30·02	Tamana	50·21
Aranuka	42·20	Arorae	51·43

Figures for the Ellice Group are not available.

The above figures show encouraging signs of a break in the drought to which attention was drawn in the Report for 1934, but it was not until the third quarter of the year under review that rain fell in quantities sufficient to relieve the harm done to vegetation by the preceding 18 months' dry spell. Westerly gales broke during the month of December, and the prospect of heavy rains gave rise to hopes that the year 1936 would see a return to more favourable meteorological conditions.

XX.—MISCELLANEOUS.

On the 6th May, celebrations of His late Majesty King George V's Silver Jubilee were held at Ocean Island, including Church services by both missions and a firework display in the evening. Celebrations on a smaller scale were held at the District headquarters stations of the Colony. An address of

loyalty and congratulation from the people of the Colony was sent to the Secretary of State for presentation to His late Majesty.

The Resident Commissioner proceeded on leave on medical grounds on the 6th April, 1935, and, until his return on the 31st October, Mr. S. G. Clarke, Treasurer, acted as Resident Commissioner.

Mr. A. F. Ellis, C.M.G., and Mr. A. S. Gaye, C.B., O.B.E., the British Phosphate Commissioners for New Zealand and the United Kingdom respectively, paid visits to Ocean Island during the course of the year.

The Resident Commissioner left Ocean Island on the 8th February, 1935, on a special visit to Suva, accompanied by Mr. A. S. Gaye, with the object of discussing with the High Commissioner certain matters of public policy, including the recent Commutation of Taxation Agreement, with the British Phosphate Commissioners.

Mr. W. C. B. Baverstock, Administrative Officer, retired after nearly 15 years' service in the Colony Government and left Ocean Island for Australia on the 27th September en route for the United Kingdom.

Dr. D. C. M. Macpherson, Medical Officer, Ellice Islands, was transferred to the Colony of Fiji during the period under review, the date of the transfer being the 19th February, 1935.

H.M.S. *Wellington* visited the Colony during the month of August, calling at the islands of Tarawa and Funafuti. Her visit to Ocean Island had unfortunately to be cancelled owing to a severe outbreak of virulent influenza there.

During the period under review the island of Nonouti was transferred from the Central to the Southern Gilbert Islands District.

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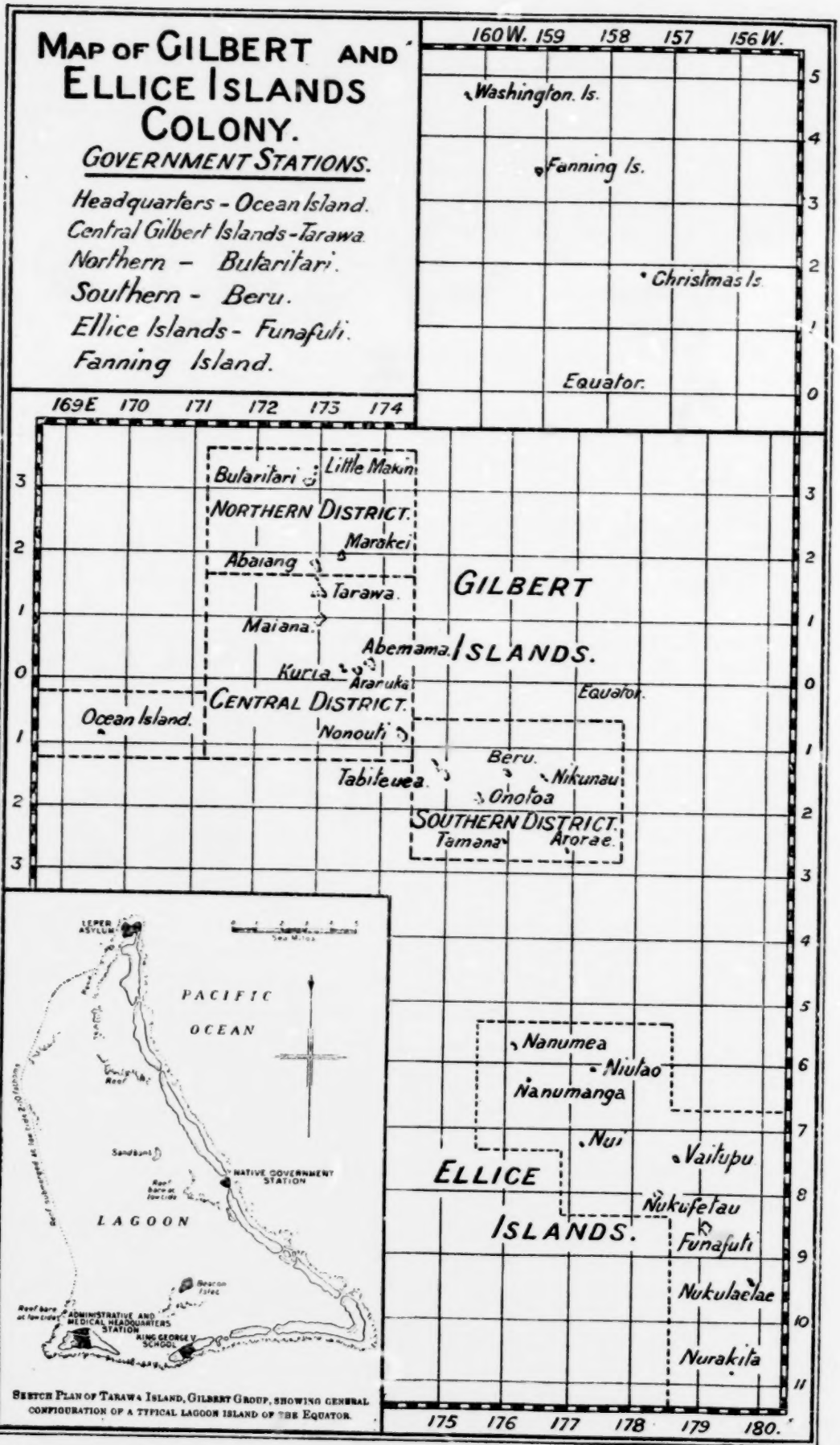
* Copies of these publications may be seen in the Library of the Colonial Office.

† Some of these books may be seen in the Library of the Colonial Office.



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health, but it is hoped that, in the near future, native medical practitioners will be able to bring about an improvement in the hygiene of the living conditions of the natives. Until such training is in being, it is impossible to attempt anything in the way of child welfare work in the Gilbert Islands. At present a Medical Officer, either European or Native, is seldom if ever consulted by expectant native mothers, and confinements are usually conducted by some old native woman who, through custom, has become recognized by the natives as a midwife.

In the Ellice Islands the people are far more intelligent and enterprising than in the Gilbert Islands and, by much hard work, the Medical Officer and Staff previously stationed there were able to train young girls as nurses. These nurses did, and, in a small way, still do, good work among their own people in the care and treatment and feeding of infants.

V.—HOUSING.

The residents of the Colony may be classified under five main headings, namely: Europeans, Asiatic traders, natives living in their villages, indentured Asiatic labourers, and indentured native labourers.

The standard of housing which prevails amongst Europeans is generally high. European dwellings of the older type are mostly built of timber, with iron roofs, and have extensive verandahs. Of recent years however there has been a tendency to follow a more solid style of building in concrete with tile roofs, and the open verandahs appear to be losing ground in popularity to airy rooms of a more normal type. On account of the erratic rainfall in most parts of the Colony, European houses have necessarily to be equipped with large cisterns. A number of Europeans also live in houses built of native materials. Houses of this type are generally cool, but require considerable upkeep.

Asiatic traders mostly live in houses of European construction.

The native dwellings generally found in the villages consist of three separate buildings, used respectively as living and sleeping houses, eating houses, and cooking houses. The most common style of native house in the Gilbert Islands consists of a raised floor of coconut midribs laid side by side, surmounted by a roof of pandanus thatch. In the Ellice Islands the tendency is to use a platform of lime-concrete instead of the midrib floor.

The Chinese labourers employed on Ocean Island are housed in a location which contains dwellings, mess rooms and offices, and two spacious recreation rooms. The work is carried out in reinforced concrete and fibrolite, and the roofs are fibrolite-tiled.

any persuasion on the part of the dresser. Such is their faith that many persons who feel "a bit run down" or who have some slight or imaginary pains also come for injections which, they state, make them feel strong again. No person who presents himself for treatment is refused.

Tuberculosis still remains the most fatal of the common maladies of the natives. However, the incidence of tubercular adenitis which was so common some years ago, is certainly now diminishing. No doubt the operative measures which have been practised in the Colony during recent years, combined with the administration of malt and cod-liver oil and other vitamin-containing substances such as "ostelin" have had a great deal to do with the reduction of the incidence of tubercular adenitis in children. Other manifestations of tuberculosis, however, continue to appear.

Filariasis and Elephantiasis occur but rarely in the Gilbert Islands but they are very common in the Ellice Islands Group. Much work has been done in the Ellice Islands for the relief of this condition.

Malaria.—Fortunately this disease does not occur in the Colony.

Venereal Disease.—This is very rare. Syphilis is unknown in the Colony but a few cases of gonorrhoea occur, which, however, respond readily to simple treatment.

Chickenpox is endemic but fatalities are rare.

Smallpox has never been introduced into the Colony. Strict precautions are, of course, taken against its introduction and almost all the population have been vaccinated during the past two or three years.

Measles and Dysentery.—In March an epidemic of measles occurred in the Group, the infection being brought to the Colony through the Ellice Islands by a vessel from Fiji. Fifteen islands were affected, there being 14,282 cases out of a population of 22,946. The epidemic was directly responsible for 100 deaths. Unfortunately this epidemic was complicated by an outbreak of dysentery which affected 1,882 persons and caused 377 deaths.

Maternity and Child Welfare.

Except at such places as Mission schools where discipline is, of necessity, strict, no organized child welfare work is at present possible in the Gilbert Islands. The people have yet to learn the elements of hygiene. European Officers of the Medical Department have not had the time or opportunities to give systematic instruction to the Gilbertese in relation to public

Central Leper Asylum, Tarawa.—Since 7th November, 1935, when all cases of leprosy at this asylum were transferred to the Central Leper Asylum at Makogai, Fiji, no cases have been admitted to the Tarawa Asylum. The dressers on the various islands are quick to recognize cases of leprosy among the people under their care and take steps to isolate them until such time as they can be seen by a medical officer and brought to the asylum. Several evident cases of leprosy were isolated on their respective islands during the year.

Island Hospitals.—These are established at each of the Gilbert and Ellice Islands. On two of the Gilbert Islands there are two hospitals. All these hospitals are staffed and supplied with medicines, etc., by the Colony Government from the Tarawa Central Hospital in the Gilbert Islands and from the Funafuti Hospital in the Ellice Islands. Each island dresser travels about his island regularly in addition to attending to his patients at the hospital. At each of the larger islands there are at least two dressers, but at every hospital there is one dresser who is able to perform minor operations such as the extraction of teeth or the repair of injuries, and who is also able to give intravenous injections of novarsenobillon for the treatment of yaws. The following figures show the work done by the dressers in the Group during the year:—

In-patients treated	5,708
Treatments to out-patients	51,326
Operations performed	2,131
Anti-yaws injections given	10,929
Deaths at island hospitals	502

Mental Asylum.—This is an adjunct to the Tarawa Central Hospital and is under the direct control of the Senior Medical Officer. All patients are well cared for and the majority perform light duty which keeps them fit physically and helps considerably to improve their mental condition.

The following are the figures of admissions, discharges, etc.:—

In Asylum at end of 1935	11
Admitted during 1936	3
Discharged during 1936	1
Deaths during 1936	1
Remaining at end of 1936	12

General Health Work.

Yaws.—The incidence of evident yaws in the Group has declined greatly. As has been stated, island dressers are able to give weekly injections for the treatment of this crippling disease, and the beneficial effect of this work is quite evident to anyone travelling through the various villages. The natives have come to put so much faith in these injections that they present themselves at the hospitals on injection days without

The population of most islands now shows a steady increase, as is demonstrated by the following table of vital statistics for the years subsequent to the census quoted above:—

Year.	Native births in Colony.	Native deaths in Colony.	Difference.
*1930–31	1,099	774	+325
*1931–32	1,227	802	+425
†1932–33	1,690	1,037	+653
1934	1,112	832	+280
1935	1,139	997	+142
1936	1,159	1,355	−196
Totals	7,426	5,797	+1,629

* July—June.
† 18 months: July, 1932—December, 1933.

The adverse figures for 1936 are due to mortality in the measles and dysentery epidemics to which reference is made in Chapter IV of this Report.

The rate of infantile mortality was 245·90 per 1,000 births.

IV.—HEALTH.

Hospitals and Asylums.

The Medical Department is administered from Tarawa Island, and the Tarawa Central Hospital, which is a Colony Government hospital, is the chief medical institution in the Group. Cases of sickness which cannot be treated by native dressers at island hospitals are sent to Tarawa Central Hospital for operative or other treatment at the hands of the senior staff. The Senior Medical Officer is resident at this hospital.

The following statistics show the medical work of the Tarawa Central Hospital during 1936.

In-patients treated	222
Treatments to out-patients	3,020
Operations performed	264
Anti-yaws injections given	341
Deaths in hospital	10

The Funafuti Hospital is also a Colony Government hospital. It is the central hospital for the Ellice Islands Group and to it cases for medical and operative treatment are brought whenever the opportunity offers. During the whole of the year the hospital has been in charge of native medical practitioners assisted by a staff of native dressers and nurses. The following figures show the work performed at the Funafuti Hospital during 1936:—

In-patients treated	165
Treatments to out-patients	2,816
Operations performed	177
Anti-yaws injections given	430
Deaths in hospital	10

ever, are far from reliable, and the figures quoted below are those of the last accurate census (taken in 1931):—

	Europeans.	Natives.	Half-castes.	Asiatics.	Totals.
Ocean Island ...	129	1,780	—	400	2,309
Gilbert Islands:—					
Makin ...	1	718	4	1	724
Butaritari ...	16	1,579	64	14	1,673
Marakei ...	6	1,634	9	—	1,649
Abaiang ...	6	2,565	20	1	2,592
Tarawa ...	23	2,959	25	6	3,013
Maiana ...	1	1,383	17	5	1,406
Abemama ...	7	876	8	2	893
Kuria ...	1	211	11	—	223
Aranuka ...	1	285	6	—	292
Nonouti ...	4	2,235	13	3	2,255
Tabiteuea ...	6	3,678	15	3	3,702
Beru ...	10	2,225	5	1	2,241
Nikunau ...	4	1,665	5	—	1,674
Onotoa ...	—	1,628	10	1	1,639
Tamana ...	—	989	—	—	989
Arorae ...	—	1,450	1	—	1,451
Floating ...	8	98	6	—	112
Totals ...	94	26,178	219	37	26,528
Ellice Islands:—					
Nanumea ...	—	770	—	—	770
Nanumanga ...	—	423	1	—	424
Niutao ...	—	645	—	—	645
Nui ...	—	410	—	—	410
Vaitupu ...	2	715	3	—	720
Nukufetau ...	—	389	5	—	394
Funafuti ...	2	405	6	—	413
Nukulaelae ...	—	178	—	—	178
Nurakita ...	—	40	—	—	40
Floating ...	9	70	1	—	80
Totals ...	13	4,045	16	—	4,074
Fanning Island District:—					
Fanning Island Washington Island	34	431	—	2	467
Christmas Island	5	33	—	—	38
Totals ...	39	464	—	2	505
Colony Totals	275	32,467	235	439	33,416

Western Pacific who resides in Fiji. There is no Executive or Legislative Council. Ordinances are enacted by the High Commissioner under the provisions of the Pacific Order in Council, 1893.

The Colony is sub-divided into five administrative districts, each under the charge of a European officer who is responsible to the Resident Commissioner. The headquarters of these districts are at Tarawa, Butaritari and Beru in the Gilbert Group, Funafuti in the Ellice Group, and at Fanning Island.

Much of the work of administration is done by the natives themselves. Each Island which has an indigenous population has its own native Government, constituted under the provisions of the Native Laws Ordinance, 1917, and presided over by a native Magistrate whose duties include the administration of the native laws and regulations, and the supervision of the island police, prisoners and prisons. The native Government maintains law and order under the general supervision of the European Administrative Officer of the district of which the island forms part. Each village is in charge of one or more local "Kaubure" (headmen) according to its size and situation. The Magistrate in session with village Kaubure constitutes a monthly Court. On him falls the greater bulk of the executive work and responsibility and, except during the few days in each month when the native Court is in session, it is he who exercises general control, issues instructions, and decides questions on matters affecting the people as a whole. On each island there is a Chief of Kaubure whose duties are to represent the collective opinions of the Kaubure at meetings of the native Court and, while assisting and advising the native Magistrate in matters concerning the administration of the island, to discharge the duties of that official should he be absent through illness or any other unavoidable cause. On each island also is a native Scribe who collects licence fees, fines, and tax copra from the natives, keeps records of Government cash received and disbursed, births, marriages, deaths, rainfall, shipping, and minutes of native Court proceedings, in prescribed books. He is also the local Postmaster.

There are no native Governments at the islands of Fanning, Washington, Christmas or Niulakita, where the native population is not indigenous but represents native labour employed by various commercial concerns for the purpose of producing copra for export.

III.—POPULATION.

Births and deaths are recorded on each island by the Native Scribe, who is also responsible for making an annual count of the population. The figures arrived at in the latter case, how-

affinities with that race. It is assumed that the original Polynesian inhabitants of the island were at some time overwhelmed by a Gilbertese invasion, probably from the islands of Tabiteua and Tarawa, and that the invaders killed off the majority of the men, and intermarried with the women.

The Gilbert Group was discovered, piecemeal, by British naval officers between 1765 and 1824; the Ellice Group, between 1781 and 1819. The first known white trader came to the Gilberts in 1837, and was responsible for the introduction of rum and guns to the natives of Tarawa. By 1846, when Commodore Wilkes of the United States Navy visited the Gilbert and Ellice Islands, not a few beachcombers and traders had established themselves in both Groups. This was a period of great violence, when native factions were incited and actually led to battle by fugitives from the prisons of civilization, and the native name for the white man was " The Killer ".

In 1857 the first missionary, Hiram Bingham, of the American (Boston) Board of Foreign Missions, preached Christianity in the Gilbert Islands. Between the 'fifties and the early 'nineties of last century, the Ellice Group became the happy hunting ground of the " black birders ", who kidnapped thousands of natives for forced labour in the coffee plantations of Central America, and also introduced measles to the race. By these two evils the race was reduced from over 20,000 souls to under 3,000.

In 1892 the two Groups were proclaimed a British Protectorate by Captain H. M. Davis, of H.M.S. *Royalist*. The jurisdiction of the Resident Commissioner of the Protectorate was extended to Ocean Island by a Proclamation of 1900. At the expressed desire of the natives both Groups were annexed to His Majesty's dominions as the Gilbert and Ellice Islands Colony by an Order in Council of the 10th November, 1915.

Ocean Island and Fanning and Washington Islands were included within the boundaries of the Colony by an Order in Council dated the 27th January, 1916. Christmas Island was included by an Order in Council of the 30th July, 1919.

The Union Group (three islands) lying about 250 miles north of Samoa, formerly a part of the Colony, was excluded and placed under the jurisdiction of the Governor-General of New Zealand by Orders in Council dated the 4th November, 1925.

II.—GOVERNMENT.

The Colony is under the charge of a Resident Commissioner who resides at Ocean Island, which is the Colony headquarters, and who is responsible to the High Commissioner for the

social development of the Southern Islands appears to have proceeded along very much more democratic lines than that of the north, which leant towards a monarchical form of society. The two systems shortly came into conflict at Beru, which was invaded and conquered by the King of Butaritari; but the success of the monarchical element was short-lived and the invaders were subsequently expelled with the help of warriors from other Southern Islands. The position was reversed some generations later, when warriors from Beru and Nikunau set out upon a general conquering movement northwards and succeeded in implanting, with varying degrees of success, the social customs of the south among all the Gilbert Islands as far north as Marakei. The kingdoms of the north—Butaritari and Little Makin, Marakei, Abaiang, Tarawa, Maiana and the central islands of Abemama, Aranuka and Kuria—after passing through vicissitudes and experiencing many changes of fortune, exist to this day, but with very much reduced influence. A dynasty which previously held sway over part of Tabiteuea is now to all intents and purposes extinct.

The history of Ocean Island shows many affinities with that of the Gilbert Islands. It appears that the aboriginal inhabitants, like those of the Gilberts, suffered an invasion in early days from Gilolo and the neighbouring islands of the East Indies, and that the majority of the latter passed on in the fullness of time to Samoa, while a small remnant remained and intermarried with the original inhabitants of the Island. As related above, the Samoa " colony " eventually returned to the Gilbert Islands and, of these, a party from Beru journeyed to Ocean Island about 11 generations ago. They dominated the inhabitants and partitioned the major part of the island amongst themselves, establishing an equilibrium between invaders and invaded in a form which is in most respects unaltered to the present day.

Available information indicates that the history of the Ellice Islands is less complex than that of the Gilberts. All evidence points to the conclusion that they are a people of homogeneous culture, while legends—when read in the light of family genealogies—suggest that the settlement of the Group occurred about the 16th century of our era. The Ellice Islanders are generally regarded as a branch of the Polynesian race, while their traditions show that the earliest settlers came from the islands of eastern Samoa, and there appears to have been an infusion of Tongan blood at a later date owing to the marauding voyages of natives of that Group.

The island of Nui in the Ellice Islands must be regarded as having a history somewhat apart from that of the rest of the Group, for the islanders speak a dialect of Gilbertese, while their physical and mental characteristics also suggest strong

Geologically speaking, Ocean Island stands alone in the Colony, being an island of the "uplifted" type: its highest point is 280 ft. above sea-level. This island, which is the Colony headquarters, is 1,500 acres in extent and possesses large deposits of phosphate of lime. All the other islands belong to the Central Pacific "area of subsidence", having been formed by the upward growth of coral around the flanks of mountains long since submerged. The average island only rises about 20 ft. above sea-level, and seldom exceeds a width of five furlongs from beach to beach. The atolls are mere ribbons of land from about 5 to 50 miles long, enclosing lagoons in most cases, and topped with a soil so sandy that it will support no useful plant save the coconut, and pandanus palm, and coarse edible tubers of the taro (*calladium*) and babai (*alocasia indica*) families laboriously cultivated by the natives.

The climate is warm but not humid, and is tempered by the trade winds. The nights are cool for equatorial regions. The Colony is free from malaria and fevers of the typhoid group. In normal seasons the annual rainfall ranges from about 40 ins. in the vicinity of the Equator to about 100 ins. in the Northern Gilberts and 120 ins. in the Southern Ellice Islands. In normal seasons the wettest months are December, January and February, while the months with least rainfall are September and October. Ocean Island and the Gilbert Group with the exception of the islands of Little Makin and Butaritari are subject to drought. Fanning Island and the Southern Ellice Islands appear to be outside that area where drought conditions may be expected. Occasional west to north-west gales occur between October and March, but the wind does not reach hurricane force. The Colony lies between the northern and southern equatorial hurricane belts.

The identity of the pre-Gilbertese inhabitants of the Colony is still a matter of mystery. A reconstruction of Gilbertese legendary history, however, indicates that these islands were originally invaded by a Melano-Polynesian folk who came from Indonesia through the Marshall and Caroline Groups. The majority of the host swarmed southwards to Samoa, only a few remaining behind in these islands. After some seven centuries those who had invaded Samoa were ejected and migrated northwards, overrunning and settling in the Gilbert Islands where some of their ancestral descendants were still in occupation. None appears to have settled in the Ellice Islands during this migration from Samoa.

This northward migration must undoubtedly have taken the form of a gradual infiltration from Samoa back to the Gilberts, but four main parties are generally recognized as outstanding. Two of these eventually settled in the Northern Islands, one at Nikunau in the south, and one at Beru and Onotoa. The

ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE GILBERT AND ELLICE ISLANDS COLONY

Report for period 1st January, 1936—31st December, 1936

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	COMPOSITE MAP OF THE GILBERT AND ELLICE GROUPS; including a sketch plan of Tarawa, showing the general configuration of a typical lagoon island of the Equator.	

I.—GEOGRAPHY, CLIMATE AND HISTORY.

The 25 islands of the Gilbert and Ellice Groups form a chain of coral atolls in mid-Pacific, lying between latitudes 4° North and 11° South, and longitudes 172° and 180° East.

Beside these two Groups the Colony contains Ocean Island, some 250 miles to westward, and Fanning, Washington, and Christmas Islands, some 1,800 miles to eastward, of the Gilbert Group. The various components of the Colony are so scattered that a rectangle of a million square miles of ocean would not contain them all; and yet their aggregate area amounts to less than 200 square miles of land.

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Continued on page 3 of cover

The married native labourers at Ocean Island, with their wives and families, are housed in quarters which consist of a timber frame and floor raised some two feet above the ground on concrete piles. The roofs are fibrolite-tiled. The houses are partitioned medially, one-half of each being allotted to a family.

The quarters of the indentured native labour at Fanning Island are also of European construction.

All buildings occupied by indentured labour are subject to regular inspection by Medical Officers and Officers of Government, and in this way a high standard of housing conditions is maintained.

The maintenance of sanitary conditions in all dwellings is enforceable under the Colony's Public Health Ordinance, while the housing of labourers is, in addition, subject to the Labour Regulations.

There are no building societies in the Colony.

VI.—PRODUCTION.

The principal products of the Colony are phosphate of lime obtained at Ocean Island, and copra from all other islands. Shark fins are also exported, but in all but negligible quantity.

Phosphate of lime.—The most important product is the phosphate of lime mined on Ocean Island by the British Phosphate Commissioners. The deposits of the mineral on Ocean Island and the neighbouring island of Nauru (also worked by the British Phosphate Commissioners) give a higher phosphoric acid reaction than those of any other known area. All the phosphate mined is exported.

The quantities and values of phosphate exported during the five calendar years 1932-6, are shown in the following table:—

Year.	*Tons.*	*Value.* £
1932	196,875	265,781
1933	188,150	251,917
1934	211,250	279,906
1935	228,100	248,936
1936	394,500	384,637

The Europeans employed by the British Phosphate Commissioners are engaged in the United Kingdom or Australia for limited periods according to the nature of their respective duties. The Chinese are engaged in Hong Kong and sign a three-years

agreement. They are not accompanied by their womenfolk. The Gilbertese labourers are recruited under the provisions of King's Regulation No. 1 of 1915 and amending Ordinances. Their term of service is 12 months, subject to extension by mutual consent, and one-third of their number are accompanied by their wives and a limited number of children.

Copra is the product of all islands in the Colony except Ocean Island. The lands are worked on plantation lines at Niulakita in the Ellice Islands (owned by Messrs. Burns, Philp (South Sea) Company, Limited), at Fanning and Washington Islands (Fanning Island Plantations, Limited) and at Christmas Island (Central Pacific Coconut Plantations, Limited). Labourers from Vaitupu are employed in working the lands at Niulakita, Gilbertese recruits at Fanning and Washington Islands, and Tahitians at Christmas Island. In the remainder of the Gilbert and Ellice Groups all the coconut-bearing lands are in the hands of natives. These lands are not cultivated in accordance with recognized plantation methods, and the copra represents coconuts in excess of those which are required by the natives for domestic consumption.

The quantities and values of copra exported during the five calendar years 1932-6 are shown in the following table:—

Year.	*Tons.*	*Value.* £
1932	6,559	66,077
1933	6,968	67,978
1934	5,259	31,225
1935	7,316	69,490
1936	5,636	67,146

Mat-making.—The mats woven by native women of pandanus leaf are among the finest in the Pacific. The Gilbertese mats depend upon texture and finish for their appeal; those made in the Ellice Islands are less finely plaited, but are decorated with woven designs of striking colour. Hats of a texture and durability equal to the best Panama are also produced in certain of the Southern Gilbert Islands, and can be made to any size or shape, if blocks are supplied. Fans are manufactured of prepared leaf and coloured feathers. Baskets and bags of beautiful design and workmanship can be made to any pattern. There is no limit to the ingenuity of the native women in the manufacture of fine plaited articles. There is, however, only a local market for them.

Pearl shell exists in the lagoon of Christmas Island, but the lessees (Central Pacific Coconut Plantations, Limited), do not pay much attention to the export of this commodity.

VII.—COMMERCE.

Details of the goods imported during the financial year ended the 30th June, 1936, are as follows:—

General Description.	*Value.* £
Apparel	2,141
Benzine	767
Building material	1,449
Bicycles	1,094
Biscuits	5,891
Cement	1,641
Coal	6,238
Cotton piece goods	6,234
Crude oil	2,288
Drapery, sundry	1,705
Electrical and radio goods	3,979
Explosives	1,072
Fish	5,029
Flour	2,290
Fruits and vegetables	5,128
Hardware	4,650
Iron and steel	946
Kerosene	1,163
Lubricating oil	1,373
Machinery	9,779
Meats	10,614
Milk	1,247
Provisions, sundry	4,246
Rice	6,260
Spirits, wines, beer, etc.	3,582
Sugar	2,773
Tea and Coffee	856
Timber	3,253
Tobacco	5,832
Miscellaneous	25,328
	£128,848

The gross value of imports and the gross value and tonnage of exports for the five years ended 30th June, 1936, were respectively:—

Year.	*Imports.*	*Exports.*	
		Value.	*Tonnage.*
	£	£	
1931–32	114,511	259,120	148,915
1932–33	117,920	398,068	233,200
1933–34	94,429	259,843	179,276
1934–35	117,060	340,068	241,559
1935–36	128,848	366,887	329,619

The following table shows the distribution of these imports amongst the various countries of origin:—

	£
United Kingdom	25,071
Australia	56,096
New Zealand	8,641
Canada	4,199
Hong Kong	2,442
India (including Burma)...	2,482
Other parts of the British Empire	1,622
United States of America	10,413
Dutch East Indies	4,241
China	2,419
Japan	1,872
Germany	2,543
Siam	1,284
Other foreign countries	2,415
Unspecified	3,109

Nearly all the phosphate of lime is exported to Australia or New Zealand and is carried mainly in British ships. On rare occasions a shipment is sent to Europe, the balance being mostly consigned to Japan.

The price paid locally for copra showed an encouraging rise in sympathy with the rising London price for this commodity. During 1935 the local price to traders averaged only about £3 10s. per ton, and this increased during 1936 to £4 5s. and, at the end of the year, to £5. Native production of copra, however, suffered a considerable setback during the measles epidemic between June and October.

VIII.—WAGES AND COST OF LIVING.

Europeans.—Europeans in the service of the Government and industrial and trading concerns are provided with free partly furnished quarters. Unmarried employees of the British Phosphate Commissioners receive free board, lodging, and laundry. All houses on Ocean Island are lighted by electricity which is supplied free to employees of the Commissioners; other Europeans pay for the service. With ordinary economy a married couple at Ocean Island can live on about £28 a month and a bachelor on about £20 a month. These amounts would not however include provision for luxuries and normal entertainment expenses. The cost of living in the Gilbert and Ellice Islands in the same style would be approximately 20 per cent. higher than the figures given above.

Chinese.—Chinese mechanics employed by the British Phosphate Commissioners on Ocean Island receive an average wage of £6 10s. a month, and coolie labour from 32s. to 36s. a month, with rations, quarters and lighting in both cases.

Natives.—On Ocean Island native labourers employed by the British Phosphate Commissioners under contract receive £1 12s. a month with rations, quarters, and lighting, and a bonus of 8s. a month for satisfactory work. Casual labourers receive 4s. a day without (or a lesser wage per diem with) rations or quarters. In other parts of the Colony the wages vary according to the locality and the nature of the employment. Labour employed under signed contract is paid from £1 a month with quarters and rations to £5 a month without rations. Casual labourers receive from 2s. to 5s. a day, according to whether free rations are issued or not. Salaries of native employees of the Government range from £12 to over £200 a year. They also receive ration allowances and free quarters.

General.—Where rations are issued they are on a liberal scale. All working tools are provided by the employer. No labourer is required to work for more than nine hours a day with a maximum of fifty hours a week. Only those engaged on necessary services are required to work on Sunday. A capitation tax of £10 a year is payable in respect of each non-native employed in the Colony. Although the individual is liable, it is the practice for the employer to pay the tax.

IX.—EDUCATION AND WELFARE INSTITUTIONS.

It is usual in the Western Pacific for the missions to shoulder the task of education, both before and after the coming of Government. This was the case in this Colony, and education is still mostly in the hands of the London Missionary Society and the Sacred Heart Mission. Local education may be said to have its beginning 80 years ago, when Dr. Hiram Bingham of the American Board of Commissioners for Foreign Missions landed in the Northern Gilberts in Abaiang Island. Bingham reduced the Gilbertese tongue to writing, prepared a dictionary (still the most used to-day), and translated the Bible into a version that has formed and fixed the literary language.

Between 1857, the year of Bingham, and 1900, religious and secular instruction was carried out mostly by native teachers of foreign race. Hawaiian teachers worked in the Northern Gilberts. The London Missionary Society placed Samoan teachers in the islands of the Ellice Group in 1865, and in the Southern Gilbert Islands in 1870. The Sacred Heart Mission commenced work in the Central Gilbert Islands in 1888 with natives Christianized while working as recruited labourers in Tahiti and Samoa. Mission ships of the early times, successively and severally called the *Morning Star* and the *John Williams*, ensured superintendence of mission work by white missionaries. After 1900 a scheme of internal control was instituted, and central training schools were established by the London Missionary Society and the Sacred Heart Mission, where local students

were trained for the dual role of pastor or religious leader and teacher. Village education was then extended, until every village had its one or two teachers. The American Board handed over its area to the London Missionary Society in 1917. The scheme of internal control has continued until the present time. The Ellice Group, however, has remained under the management of the Samoan unit of the London Missionary Society.

The Education Department of the Colony came into being in 1920. A day school for the Banaban boys, Ocean Island, was started in 1920. The cost has been a charge against the communal funds of the Banaban natives. A boarding school for selected native boys of the Gilbert Group was opened in 1922, with the object of building up a native service. A boarding school on similar lines was opened in the Ellice Group in 1924. The local natives gave considerable help with the capital expenditure of this school. A school for European children on Ocean Island was started in 1929. By the time that the scheme for the training of educated natives of Pacific countries as native medical practitioners had become possible, the Colony was able to supply students fo the allotted places. There are now eight native medical practitioners serving in the Medical Department, and five students are in training at the Central Medical School, Suva. Numbers of ex-students of Government schools are also in other Departments, and the inclusive total in all Departments is now 40.

The academic advance of these years was shared by the mission central schools, the principal of which had received annual grants-in-aid from 1918 onwards, but the village schools lagged behind owing to geographical peculiarities and stringency of mission funds. As soon as satisfactory stability had been given to direct Government education, the extension of aided education to village schools was surveyed as to possibilities. The result was a scheme of co-operation between Government and missions for the improvement of village education whereby mission native teachers were to be trained at the Government School in the Gilbert Group, the King George V School. This scheme endured from 1930 to 1934, and after 35 teachers had been trained it was suspended for financial and other reasons. However, 25 per cent. of the school children in the Gilbert Group have come under the instruction of the trained teachers in schools (now called improved village schools). During the year under review recommendations were made for the resumption of the training of village teachers, this time, however, with mission teaching, under Government rules. A former grant-in-aid is to serve for the support of this teacher-training; and also for village school equipment since the sum can now be increased.

The recommendations regarding teacher-training were part of a memorandum prepared for the definition of educational policy. Other parts of the memorandum were concerned with the respective duties of officers in the Education Department, and with the future of the Banaban and European Schools at Ocean Island. The matter of vernacular text books for Gilbertese schools is now very satisfactory. An attempt to bring about uniformity in the spelling of Gilbertese has had a considerable, though not complete, measure of success. The above were the outstanding events of the year.

General statistics of schools are as follows: four Government Schools with 143 pupils, two European teachers and five native teachers; 17 mission boarding schools with 844 pupils, 34 European teachers and 18 native teachers; 28 improved village schools with 1,380 pupils and 28 native teachers; 125 ordinary village schools with 4,361 pupils and 175 native teachers. Expenditure on education during the last financial year amounted to £3,849 7s., and was the lowest sum spent on education for many years. The amount represented 6·3 per cent. of the total expenditure of the Colony. It was distributed as follows: Administration, £735 10s. 5d.; King George V School, £1,226 11s. 8d.; Ellice Islands School, £381 18s. 3d.; Banaban School, £135 4s. 1d.; European School, £507 2s. 7d.; Mission Training Schools, £400; Mission Village Education, £363; Other Mission Education, £100.

X.—COMMUNICATIONS AND TRANSPORT.

The following is a summary of the overseas vessels which called at Ocean Island and Tarawa (Gilbert Islands) during the year 1936:—

From	*Ocean Island.*	*Tarawa.*
Nauru	25	—
Australia	21	1
New Zealand	15	—
Japan	20	—
Philippines	1	—
Fiji	—	1
New Guinea	—	2
Tahiti	—	1
Marshall Islands	—	3
	—	—
	82	8
	—	—

Some of the vessels which visit Ocean Island discharge mails and stores and then proceed to the neighbouring island of Nauru to load a cargo of phosphate. The remainder carry phosphate from Ocean Island to various ports in Australia and New Zealand, and occasionally to China, Japan and Europe.

There is no regular trade route between Ocean Island and the Gilbert and Ellice Groups, and the latter rely mainly upon the

Government vessel *Nimanoa* for mails to be brought over from Ocean Island. Occasional communication is also provided by vessels, chiefly from Australia, which visit Tarawa and Butaritari for the purpose of exporting copra. The London Missionary Society's vessel *John Williams V* which visits the Colony from Suva three times a year, also provides communication with the outside world.

Tarawa is generally regarded as the distributing centre within the two Groups, communication between the islands of which is maintained by the Government vessel and by coastal copra schooners owned by Messrs. Burns, Philp (South Sea) Company, Limited, and Messrs. On Chong and Company, Limited.

Direct communication with the islands of the Fanning Island District is available only on those occasions when labour for the copra plantations is recruited—normally at intervals of from two to three years. The normal means of communication is through Suva and Australia.

Roads.

The roads in the islands of the Gilbert and Ellice Groups are made of reef mud and, though not of elaborate construction, are adequate for the needs of the islands. The majority are firm enough to support light motor bicycle traffic, though the practicability of wheeled transport is limited on most islands by the frequent breaks in the land where the ocean connects with the lagoon.

The roads at Ocean Island are rough but have been found quite suitable for motor transport.

Telephones and Telegraphs.

There is a telephone system in operation at Ocean Island comprising some 40 subscribers. This system is mainly the property of the British Phosphate Commissioners. There are no other inland telephone or telegraph services in the Colony.

Wireless communications is available for public use through the following stations:—

Ocean Island Radio, V.Q.K., is owned by the Government and serves as the clearing point for all traffic into and out of the Colony (with the exception of a small volume of traffic which passes direct between Suva and Funafuti). The Station, which is equipped with a modern short and medium wave 500-watt transmitter, maintains schedules with Suva, Rabaul, Nauru, Tarawa, Butaritari, Beru, Funafuti and shipping.

Tarawa Radio, V.S.Z., is owned by Messrs. Burns, Philp (South Sea) Company, Limited, and communicates, on a power of 500 watts, with Ocean Island, Butaritari, Beru and shipping.

Beru Radio, Z.C.C., belongs to the London Missionary Society and maintains a public service with Tarawa, Butaritari and Ocean Island.

Butaritari Radio, Z.K.G., is operated by Messrs. On Chong and Company, Limited, and communicates, on 250 watts, with Ocean Island, Tarawa, Beru and shipping.

Funafuti Radio, Z.J.U., is the private property of the Administrative Officer at present stationed in the Ellice Islands, and has been developed from an amateur station. It maintains a public service in consideration of a Government subsidy, and communicates on about 100 watts with Ocean Island and Suva.

In addition to the above public stations a small station, *V.Q.N.,* is maintained by Messrs. Cable and Wireless Limited at Fanning Island, but is used only on private business for communication with shipping. Ordinary communication with Fanning Island is by cable from Suva.

A 500-watt radio telephone, *V.Q.M.,* is maintained at Ocean Island by the British Phosphate Commissioners and communicates, on their private business, with Nauru and the Commissioners' vessels.

XI.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

An agency of the Commonwealth Bank of Australia (Savings Bank Branch) is established on Ocean Island. The rate of interest during the period under review was 2 per cent. per annum on the first £500 at credit of each account and 1¾ per cent. per annum on the excess of balance of £500 to £1,000. There are no banks in the Gilbert and Ellice Groups, where the traders generally have a current account with the principal firms who act as their agents and bankers. Natives may deposit their cash with the Government for safe keeping and may withdraw whatever amounts they may require from any financial officer in any part of the Colony upon personal application and the production of the pass-book. A few natives of the Ellice Islands have opened accounts with the Government Savings Bank in Fiji.

Currency.

All taxes, duties, fees, fines, and wages are payable in British coin, but the currency commonly used in the Colony is Australian. A system of international money orders is established. Postal orders of values from 6d. to £1 are issued from Ocean Island only, but are cashed throughout the Colony.

Weights and Measures.

The local use of standard weights and measures of the United Kingdom is validated by Ordinance No. 10 of 1916.

XII.—PUBLIC WORKS.

The Public Works Department Staff consists of a European Superintendent, a European foreman, a Chinese carpenter, four native and half-caste carpenters and three temporary native mechanics.

Seven Chinese mechanics are also engaged on contract, but are not regarded as part of the establishment, their wages being debited to that work upon which they may from time to time be engaged. Unskilled labour is also drawn, when available, from the prisons.

Government buildings in the Gilbert and Ellice Groups are inspected when opportunity offers by the Superintendent of Works. Their upkeep is left in the hands of the head of Department concerned. Native Government stations on outlying islands where there is no European officer are maintained in good order by the communal workers of the island, under the surveillance of the Native Magistrate.

The main feature in the Public Works programme for 1936 was the continuation of the removal of the Government station at Ocean Island from its earlier site (upon which phosphate mining was fast encroaching) to a more secluded position on the north-eastern side of the island. The Accountant's new quarters, which formed part of this programme, were completed during August, and foundations were laid for the new Residency. The Secretariat office had also to be removed from its old site but, as neither time nor available resources permitted of the immediate construction of a permanent new building, it had to be replaced by a hurriedly-erected temporary structure of native materials.

Other new construction at Ocean Island included the building of a large store which has for some time been necessary for the proper keeping of Public Works materials, the continuation of the programme of building houses of an improved type for the married members of the Armed Constabulary, construction of rainwater cisterns in the Banaban villages, and a start on the construction of new quarters for the Superintendent of Works.

No major works of new construction were undertaken in the Gilbert or Ellice Groups.

Maintenance of existing buildings was carried on as usual, and requires no special comment. With the advent of motor traffic at Ocean Island, the upkeep of roads forms a considerable feature in this maintenance work, and a gang has been almost continuously employed in keeping them in adequate condition. Ocean Island has now about 6 miles of road passable by motor traffic. The road is unsurfaced, consisting solely of a levelled top layer spread over the natural hard rocky foundation of the island, and therefore requires continual attention since this surface is readily washed away after any heavy rain.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

Civil and criminal jurisdiction is exercised in the Colony by Deputy Commissioners sitting in Courts constituted under the Pacific Order in Council, 1893. In civil matters appeals may be made from these Courts to the Supreme Court of Fiji (vide Article 88 of the Pacific Order in Council, 1893). As regards criminal jurisdiction, all sentences of imprisonment exceeding six months or of fines exceeding £100, imposed by the Court held otherwise than before the High Commissioner or a Judicial Commissioner, are submitted automatically for review by the Supreme Court of Fiji, sitting as a Court of Appeal (vide Articles 80 and 81). If, in criminal proceedings, the accused is charged with an offence punishable with death or penal servitude for seven years or more, the Deputy Commissioner's Court has no power to try the case, but, if satisfied that there is reasonable ground to put accused upon his trial, must commit him for trial before a Judicial Commissioner.

There is practically no Police Court work in the Colony except at Ocean Island, where, in the absence of a resident judicial officer, the Resident Commissioner or the Administrative Officer carries out the necessary magisterial duties.

The business of the Ocean Island Court is chiefly connected with the application of the provisions of King's Regulation No. 1 of 1915 and Ordinance No. 9 of 1929, which respectively govern the conditions of employment under contract of native and Chinese labourers.

Statistics of the Court's work for the year 1936 are set forth in the following table.

STATEMENT SHOWING NUMBER OF PERSONS TRIED IN THE HIGH COMMISSIONER'S COURT FOR THE WESTERN PACIFIC FOR THE YEAR 1936. OCEAN ISLAND.

Offences.	Tried Summarily.	Nationality.		Fines.	Dismissed.		Imprisoned.		Withdrawn.	
		Native.	Chinese.		Native.	Chinese.	Native.	Chinese.	Native.	Chinese.
				£ s. d.						
Breach of Regulations ...	119	80	39	47 10 6	2	—	1	5	—	—
Larceny	19	—	19	22 10 0	—	3	—	4	—	2
Unlawful possession ...	2	—	2	1 0 0	—	—	—	1	—	—
Assault	4	1	3	5 0 0	—	1	—	2	—	—
Escape from custody ...	1	—	1	—	—	—	—	1	—	—
Assault on police	1	—	1	7 10 0	—	—	—	—	—	—
Trading without licence ...	1	—	1	—	—	—	—	1	—	—
Damaging property ...	3	—	3	0 12 0	—	—	—	—	—	—
Total	150	81	69	84 2 6	2	4	1	14	—	2

There are no practising barristers or solicitors in the Colony.

A code of native laws and the island regulations made thereunder is administered in the Native Courts under the supervision of Administrative Officers, who are empowered to review, alter and amend the sentences which they impose. The justice administered by the Native Courts, though the procedure does not always conform strictly to British rules of Court, is on the whole extremely fair and suitable to the needs of the local native community.

Armed Constabulary.

The Police of the Colony consist of an Armed Constabulary constituted under Ordinance No. 9 of 1916, and an Island Police Force appointed under the Native Laws Ordinance No. 2 of 1917. The Armed Constabulary is under the command of the Resident Commissioner. A European Officer of Constabulary is in charge of the police establishment at Ocean Island. The non-commissioned officers and men are natives, the authorized strength being 81. The Native Magistrate of each island is responsible for the supervision of the Island Police Force, whose total numerical strength in the Colony stands at 266.

Of the 81 non-commissioned officers and men in the Armed Constabulary, 65 are stationed at Ocean Island where regular beat, night patrol, and guard duties are carried out, and special constables are supplied as required to maintain discipline and order. The majority of the police stationed at Ocean Island are Ellice Islanders who have proved themselves to be patient, good natured, and intelligent in handling the mixed races of the community.

Recreation in the form of cricket and football is encouraged, and these together with physical training and bayonet drill, ensure fitness among the members of the Force.

XIV.—LEGISLATION.

Three Ordinances were enacted during the year under review —firstly, a minor amendment to the Native Passengers Ordinance, secondly an Ordinance authorizing the declaration of Closed Districts within the Colony and the exclusion, except under conditions, of strangers therefrom; and thirdly, an Ordinance amending the licence fees payable by motor vehicles in the Colony.

There is no specific factory legislation in the Colony, but the provisions of Ordinance No. 5 of 1931 provide for the enforcement of certain conventions relating to the employment of women and young children in industrial undertakings. There is no legislative provision for old age, nor legislation dealing with compensation for accidents. It is, however, the practice

of commercial firms in the Colony to grant monetary or some other form of compensation to any of their workmen who sustain injuries during the course of their employment. In the event of the workman's decease, monetary compensation is awarded to the dependants.

Section 40 of King's Regulation No. 1 of 1915 and paragraphs 13 to 15 of the Schedule to the Employees Control Ordinance No. 9 of 1929 make provision for the treatment of sickness amongst labourers free of charge.

XV.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The totals of the revenue and expenditure of the Colony for the last seven years were as follows:—

Year.	*Revenue.*			*Expenditure.*		
	£	s.	d.	£	s.	d.
1929–30	67,105	11	7	59,324	3	5
1930–31	63,704	16	10	61,453	14	2
1931–32	49,110	10	9	53,946	11	10
1932–33	59,399	17	3	46,753	9	4
1933–34	45,358	16	6	53,299	1	4
1934–35	52,922	19	4	53,983	5	5
1935–36	58,696	17	2	60,744	10	8

Revenue.

The following are the details of revenue for the last three years:—

	1933–4.			*1934–5.*			*1935–6.*		
	£	s.	d.	£	s.	d.	£	s.	d.
Customs Duties	18,253	15	1	13,978	11	6	16,377	7	10
Native Taxes, etc. ...	3,307	1	4	2,965	11	6	4,163	17	9
Licences, etc.	8,522	10	6	3,068	1	2	3,096	19	3
Fees, Reimbursements, etc.	4,499	16	3	3,577	19	8	7,363	15	9
Post Office	394	10	6	1,250	12	2	2,073	6	5
Telegraphs	105	13	6	321	1	10	136	3	6
Royalties	4,880	2	0	5,273	15	0	6,646	15	0
Interest	3,583	17	10	3,686	14	6	2,934	4	2
Miscellaneous	873	19	6	708	10	0	552	5	3
Imperial Grant	937	10	0	750	0	0	750	0	0
Contribution by B.P.C. ...	—			17,342	2	0	14,628	18	10
	£45,358	16	6	£52,922	19	4	£58,696	13	9

Under Ordinance No. 3 of 1934 the British Phosphate Commissioners pay, in lieu of customs duties (at minimum preferential rates), capitation taxes and other taxes levied under Ordinance No. 15 of 1917, a sum equal to the difference between other annual revenue and the total annual expenditure (other

than expenditure from surplus balances). The sum thus paid is credited to the Head " Consolidated Contribution to Revenue by the British Phosphate Commissioners " and receipts from taxes, etc., thus commuted show a corresponding decrease.

A further increase was shown in the amount received from native taxes owing to the improvement in the price of copra. Export duty on copra at the *ad valorem* rate of 5 per cent. based on the London price of this commodity at the end of each month also showed an increase for the same reason.

The large increase under Fees, Reimbursements, etc., was due to the recovery of the expenditure incurred in connection with the part removal of Government Headquarters at Ocean Island. This is, however, offset by an increase in expenditure under Public Works (Extraordinary).

An increase in the amount of phosphate shipped from Ocean Island during the period under review resulted in a corresponding increase in revenue received under " Royalties."

Expenditure.

The following are the details of expenditure for the last three years:—

	1933–34.			*1934–35.*			*1935–36.*		
	£	s.	d.	£	s.	d.	£	s.	d.
Pensions and Gratuities ...	1,503	6	4	3,430	6	7	2,013	13	1
High Commissioner's Dept. ...	2,497	19	2	2,416	3	2	2,518	19	8
Resident Commissioner's Dept.	2,666	14	2	3,163	1	1	3,100	19	11
Treasury and Customs ...	1,853	18	7	1,960	3	10	2,438	11	2
District Administration ...	3,334	14	7	4,000	19	10	3,397	0	5
Police and Prisons	5,956	19	7	5,079	11	2	4,751	3	6
Defence Forces	55	17	0	62	14	1	48	0	2
Medical Department	9,826	13	2	9,573	15	8	8,848	6	0
Transport (Government Vessel)	7,884	16	7	5,528	17	10	8,944	12	3
Post Office	505	2	2	719	6	3	348	17	4
Telegraphs	1,240	5	4	999	14	0	2,225	8	6
Audit Department	300	3	2	408	0	10	317	10	0
Miscellaneous	3,218	14	4	4,936	8	0	4,397	16	9
Education Department ...	4,383	13	10	3,960	3	7	3,849	7	0
Public Works Department ...	931	1	5	1,064	13	5	1,364	15	10
Public Works (Ann. Recurrent)	1,337	0	1	1,072	6	5	1,452	0	6
Public Works (Extraordinary)	1,974	0	7	1,610	19	10	5,918	10	8
Island Administration ...	3,828	1	3	3,402	5	8	3,778	0	0
Lands Commission :—									
Gilbert Islands	—			543	9	0	769	8	11
Ellice Islands	—			50	5	2	261	9	0
	£53,299	1	4	£53,983	5	5	£60,744	10	8

The increased expenditure under Treasury and Customs is due entirely to the incidence of cost of exchange and interest, both of which were considerably higher than was anticipated.

Expenditure on Government vessel (under the Head of Transport) showed a large increase due to the extensive overhaul which was necessary during the year. The cost of this overhaul amounted to £4,666 19s. 1d.

The large increase of expenditure under Telegraphs was due to the purchase of a new transmitter at a cost of £964 18s. 4d.

The increase in expenditure under Public Works (Extraordinary) was due to the inclusion in the accounts of the year under review of part of the cost of the removal of Government Headquarters at Ocean Island amounting to £4,714 5s. 2d. The recovery of this sum is reflected in the increased receipts under Fees, Reimbursements, etc.

Public Debt.

The Colony has no public debt.

Assets and Liabilities.

The assets and liabilities of the Colony as on the 30th June, 1936, were as follows:—

	£ s. d.	*Assets.* £ s. d.	*Liabilities.* £ s. d.
Cash :—			
In Colony	5,980 6 9		
In Bank	18,019 10 9		
With Agents, etc.	2,721 10 2		
		26,721 7 8	
Fixed Deposits		95,000 0 0	
Remittances		1,120 14 8	
Deposits :—			
Banaban Royalty Fund, invested			46,164 8 7
Banaban Provident Fund, invested			34,961 0 3
Banaban Landowners' Fund, invested			22,500 0 0
Estate of M. Shea, invested			450 0 0
Other deposits			24,216 5 7
Advances		401 7 8	
Joint Colonial Fund			12,500 0 0
Unallocated Stores		665 11 1	
Imprests		4,047 13 4	
Investments :—			
Colony Cash (stocks)		21,721 18 5	
Banaban Royalty Fund :—			
Stocks		28,932 19 11	
Fixed Deposits		17,231 8 8	
Banaban Provident Fund :—			
Stocks		12,264 7 0	
Fixed Deposits		22,696 13 3	
Banaban Landowners (Fixed Deposit) ...		22,500 0 0	
Estate of M. Shea (Savings Bank) ...		450 0 0	
Excess of Assets over Liabilities			112,962 7 3
		£253,754 1 8	£253,754 1 8

Taxation.

Taxes, with the receipts therefrom in 1935-6, were as follows:—

	£	s.	d.
(*a*) Import duties	13,450	14	4
(*b*) Export duty on copra	2,936	13	6
(*c*) Native Lands Tax (assessed annually according to productivity of each island, and paid in copra)	3,650	13	0
(*d*) Licences (principally store licences—£1,160, ship licences—£800)	2,549	2	0
(*e*) Capitation Tax, at £10 a head on non-natives of the Pacific Islands (other than public officers, ministers of religion and certain others) ...	456	0	0
(*f*) Contribution to revenue by British Phosphate Commissioners in commutation of taxation ...	14,628	18	10
(*g*) Royalty on phosphate exported from Ocean Island at 6d. per ton	6,646	15	0
	£44,318	16	8

Of the above taxes (*f*) and (*g*) are furnished by the phosphate industry of Ocean Island, and (*b*), (*c*) and the bulk of (*d*) and (*e*) by the native copra-growing industry of the Gilbert and Ellice groups of islands.

Customs Tariff.

A preferential customs tariff in favour of British goods was established by Ordinance No. 2 of 1934 as from the 15th March, 1934. On most classes of imports the preferential duty is the same as the duty levied under the superseded tariff, while the general duty is, in most cases, double this rate.

Specific duties are as follows:—

		Preferential.	*General.*
Malt liquors	per gal.	3s.	6s.
Anchors and chains	per lb.	½d.	1d.
Cards, playing	per pack	1s.	2s.
Cement	per cwt.	8d.	1s. 4d.
Cigarettes	per lb.	6s.	9s.
Cigars	per lb.	7s. 6d.	11s. 3d.
Dynamite, etc.	per lb.	6d.	1s.
Iron, black	per ton	30s.	60s.
Iron, galvanised, and wire rope	per ton	60s.	120s.
Iron, pig or scrap	per ton	20s.	40s.
Petrol, etc., crude and Diesel oils	per gal.	4d.	4d.
Kerosene (by closed flash test)	per gal.	3d. – 6d.	3d. – 6d.
Mineral oils, other, in bulk ...	per gal.	6d.	6d.
Oils, non-mineral, in bulk ...	per gal.	6d.	1s.
Paints and colours	per cwt.	4s.	8s.
Putty	per cwt.	3s.	6s.
Spirits, methylated	per gal.	2s.	4s.
Spirits, other	per gal. (or proof gal. if applicable).	26s.	39s.

		Preferential.	*General.*
Tanks, iron	each	10s.	20s.
Timber, dressed	per 100 ft. super.	2s.	4s.
Timber, undressed	per 100 ft. super.	1s. 6d.	3s.
Tobacco, manufactured, in packets or plugs.	per lb.	3s.	4s. 6d.
Tobacco, manufactured, in tins.	per lb.	5s.	7s. 6d.
Tobacco, unmanufactured ...	per lb.	2s.	2s.
Wines, sparkling	per gal.	10s.	15s.
Wines, still	per gal.	4s.	6s.

Duties *ad valorem* are in most cases 12½ per cent. preferential and 25 per cent. general. Watches are at 12½ per cent. whatever the country of origin. Bicycles and motor cycles (and parts thereof), musical instruments and appliances, and perfumery, are at 15 per cent. and 30 per cent. respectively. Jewellery is at 20 per cent. and 40 per cent. respectively. The preferential duty on machinery and parts thereof, and railway material, is 10 per cent., and the general 20 per cent.

The following goods, while exempt from duty if of British origin, are charged at 12½ per cent. if foreign:—Copra sacks; Church materials and furnishings; medical goods for free distribution by missions; cinema films; flour; infants' foods; fruits and vegetables; apparatus for printing religious and educational books; manures; milk; mosquito netting; Rifle club prizes and rifles; rice; sailcloth for canoes; school materials, furnishings and prizes; soap (plain); sugar; surgical instruments; uniforms for boy scouts and girl guides.

The following goods are unconditionally exempt from duty:—Animals and birds; articles by parcel post on which the duty would not exceed 6d.; ships' ballast; coal and coke; coconuts; coin of the realm and currency notes; copra; cylinders for gas or ammonia; flags; guano; Government medals, etc; oysters, living; pictures and photographs, unframed; printed matter; seeds; samples; postage stamps; official uniforms; vaccine lymph and other antitoxins; passengers' baggage—personal effects, used tools of trade, and household effects not exceeding £100 value which have been in use for not less than one year.

The cost of packages is included in the dutiable value of goods.

Excise and Stamp Duties.

There are no excise duties. The only stamp duty is that charged under the provisions of Ordinance No. 14 of 1917, viz.: 2d. on every receipt (other than a receipt issued by or to the Government) for a sum exceeding forty shillings.

Hut Tax or Poll Tax.

There is no hut or poll tax. A capitation tax of £10 per caput per annum is levied upon non-natives of the Pacific Islands (with certain exceptions), and an annual tax, payable in copra, is levied upon native landowners.

XVI.—MISSIONS.

There are two missions established in the Colony, the London Missionary Society (Congregationalist) and the Sacred Heart Mission (Roman Catholic).

The headquarters of the London Missionary Society in the Gilbert Islands are at Rongorongo, Beru, where a central training school for native pastors and a printing press are established. A European staff of three ministers and one lay helper assisted by their wives and one other lady carry on the work of the Group. The living and housing conditions maintained at Rongorongo, both for natives and Europeans, reach a high standard of comfort when compared with the average mission station in other parts of the Pacific.

The Ellice Islands come within the sphere of operations of the Samoan Branch of the London Missionary Society. There is no Roman Catholic Mission in the Ellice Group.

The centre of the activities of the Sacred Heart Mission is at the island of Abaiang, where a printing press and a central training school are established. A staff of over 50 priests, sisters, and lay brothers is distributed over the Gilbert Group.

Approximately 43 per cent. of the natives of the Gilbert Group are adherents of the London Missionary Society and 35 per cent. are adherents of the Sacred Heart Mission, the remaining 22 per cent. still retaining their ancient faiths. All the natives of the Ellice Group are adherents of the London Missionary Society.

Ocean Island, where most of the European population of the Colony is concentrated, is usually visited once a year by either the Bishop in Polynesia or a Church of England minister from Australia, who remains in residence for about a month. The European missionary of the London Missionary Society who resides at Nauru also visits Ocean Island once a year and conducts services for Europeans during his stay on the island.

No appointment has yet been made to the vacant bishopric of the Sacred Heart Mission in the Gilbert Islands.

XVII.—LANDS.

The native method of land tenure may be described as a compromise between the communal and individual systems. In theory a landowner has only a life interest in the property, but in practice he is allowed by custom to exercise a reasonable initiative in the alienation of portions of his lands to relatives outside the immediate circle of his next-of-kin.

The land-wealth of the natives of the Colony may be said to be the greatest at the extremities of the chain formed by the Gilbert and Ellice Groups. It is mainly in the southern islands of the Gilbert Group that the steady increase of population (which may be attributed in part to the spread of medical attention, and in part to the cessation of internecine warfare) is beginning to reach a stage where land shortage is felt to any great extent. A similar state of affairs is developing in the more northerly Ellice Islands. On one or two of these islands there are signs that the size of the population is approaching the limit which can be supported by the land-area, a problem which will require attention in the fairly near future.

Under existing legislation—the Native Lands Ordinance No. 16 of 1917, and Ordinance No. 1 of 1928 containing amendments thereto—no sale of native lands to non-natives is permitted, and no lease may be granted for a longer period than 99 years, nor for any one parcel of land in any one island of greater extent than five acres, without the approval of the High Commissioner.

A Native Lands Commission was constituted by Ordinance No. 8 of 1922 to determine questions of ownership and to establish new land registers. The Commission adjudicated in disputed rights and questions of ownership, and established new land registers during its sessions on Ocean Island and the islands of Little Makin, Butaritari, Marakei and Abaiang. Some work was also carried out on the southern part of Tarawa, but the lands settlement of the northern part of the island was not completed.

The Lands Commission Department was re-formed in 1934 and, in view of the great divergence of lands customs obtaining in the Gilbert and Ellice Groups, it was decided that two separate Commissions should be constituted. In the Gilbert Islands, an officer was seconded from the District Administration to assume the new duties, while the officer administering the Ellice Islands District was appointed to hear lands cases conjointly with his administrative functions.

The activities of the Lands Commission in the Gilbert Islands were restricted during 1936 to preparatory work performed by its native members. Throughout the year the Lands Commissioner was absent—firstly on leave and later on transfer to the Protectorate of Zanzibar. He has since, however, been retransferred to the Colony, and the resumption of the Lands Commission is in sight.

In the Ellice Islands, land sittings were held and completed at the islands of Funafuti, Nukufetau and Nanumea.

Freehold sale of land between natives is of extreme rarity, while sales to non-natives are now forbidden by law. A European wishing to lease land and to enjoy the produce of its trees would pay an annual rent in the neighbourhood of £2-£3 per acre, though this price varies greatly from island to island and should not be regarded as by any means a ruling estimate of value. Special rates obtain on Ocean Island, where the value of phosphate deposits must be taken into account.

The lands on Fanning, Washington and Christmas Islands are in the hands of companies and are not available for purchase or lease in sub-divided areas.

XVIII.—NATIVE CO-OPERATIVE SOCIETIES.

The measles epidemic during the year 1936 hit a hard blow at all commerce in the Gilbert and Ellice Groups and, since the epidemic almost exclusively affected the native population, it is not surprising that the year was one of little—if any—progress by the native co-operative societies.

Societies have been established in nearly all islands of the two Groups. The majority were formed either shortly before or actually during the time of greatest depression of the copra market. During that depression certain of them have " gone under." Others have emerged the stronger for the successful overcoming of past difficulties. For these the present period is one of marking time and consolidating their position with a view to future progress. The experience gained by these societies during the past decade, if properly supported by suitable legislation, should result in the emergence of a co-operative movement of real commercial importance to the Colony. Whatever the degree of their commercial success may be, however, the societies undoubtedly confer upon the natives valuable opportunities for rudimentary business training and give them the satisfaction of feeling that they are able to play some part in the trade of the Colony.

XIX.—WEATHER REPORTS AND RAINFALL STATISTICS.

Modern meteorological instruments are installed at Ocean Island and supervised by an officer of the British Phosphate Commissioners, who specialises in this work and transmits daily weather reports to Suva. A meteorological station is also established at Funafuti and recordings are forwarded daily by wireless to Fiji, while monthly meteorological reports are transmitted to the Air Ministry in London and to the Harbour Master at Suva.

The following table shows the average rainfall, in inches, in six territorial districts of the Colony during 1936 and during the two preceding years:—

	1934	*1935*	*1936*
Ocean Island	23·44	58·08	83·85
Northern Gilbert Islands (Little Makin, Butaritari, Marakei and Abaiang) ...	72·49	78·62	106·78
Central Gilbert Islands (Tarawa Maiana, Kuria, Aranaka and Abemana)	24·32	40·79	63·99
Southern Gilbert Islands (Nonouti, Tabiteuea, Beru, Nikunau, Onotoa, Tamana and Arorae)	19·61	40·21	62·07
Ellice Islands (Nanumea, Nanumanga, Niutao, Nui, Vaitupu, Nukufetau, Funafuti and Nukulaelae)	85·31	96·54	95·65
Fanning Island	49·02	*	72·14

* Figure not available.

The rainfall during the year was above the average and counterbalanced to a large extent the drought conditions experienced during 1934 and the earlier months of 1935. Westerly gales were experienced during January and February, and also during November and December.

XX.—MISCELLANEOUS.

Ocean Island was visited during January by Mr. A. S. Gaye, C.B., O.B.E., the British Phosphate Commissioner for the United Kingdom.

The recently appointed Senior Medical Officer, Dr. F. E. Montague, reached the Colony during March of the year under review.

H.M.S. *Leith*, of the New Zealand Station, visited Funafuti, Nukufetau, Vaitupu, Nui, Ocean Island, Butaritari, Tarawa, Tabiteuea and Onotoa during July. Dr. A. H. B. Pearce, the Central Medical Authority, visited these islands in her.

On account of the measles epidemic which was then widespread throughout the Gilbert Group, the British Phosphate Commissioners—for the first time for several years—recruited labour for Ocean Island from the Ellice Islands. One hundred and ninety recruits were obtained from Nanumea, Niutao and Vaitupu.

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* Copies of these publications may be seen in the Library of the Colonial Office.

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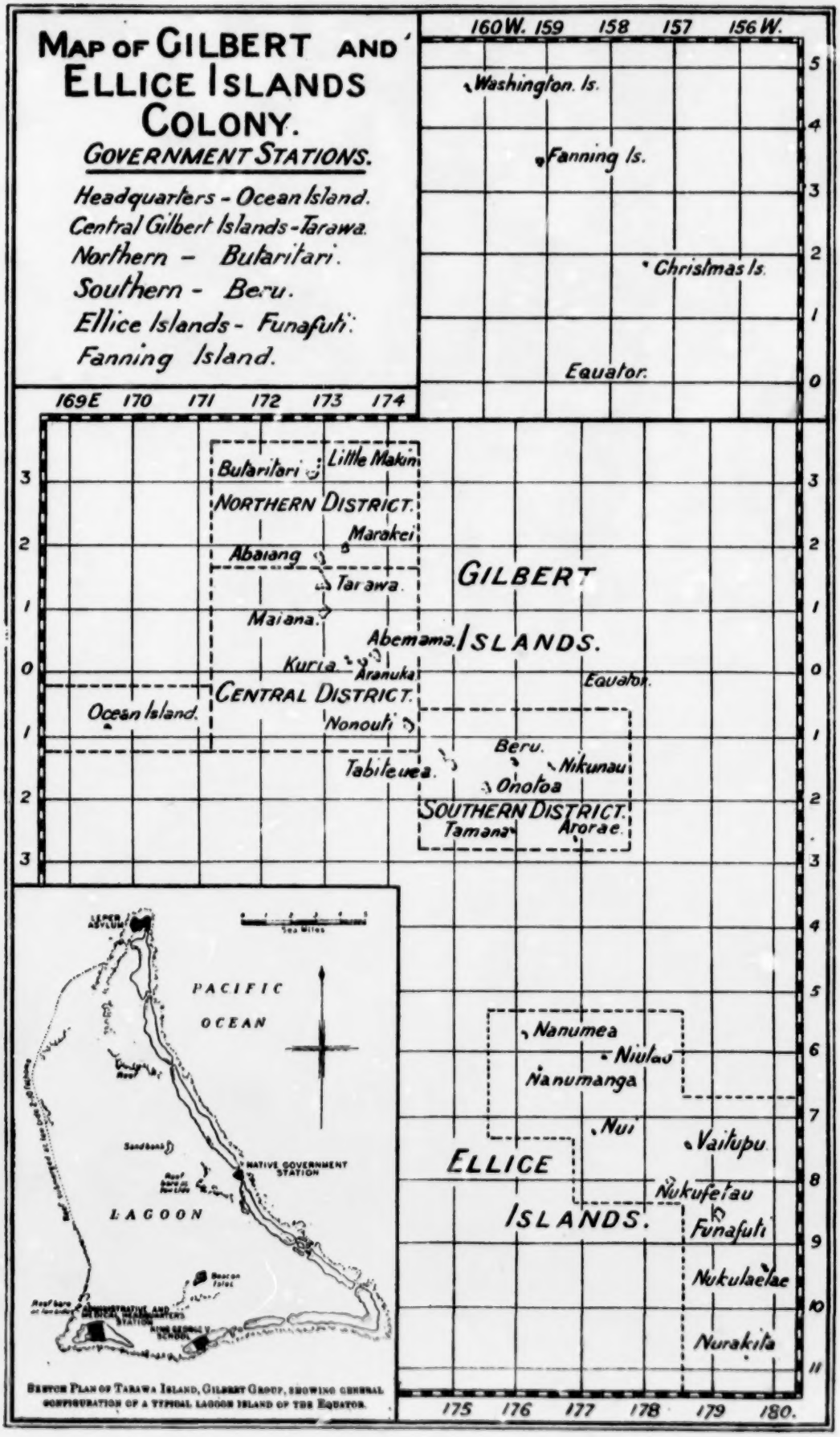

Sketch Plan of Tarawa Island, Gilbert Group, showing general configuration of a typical lagoon island of the Equator.

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE GILBERT AND ELLICE ISLANDS COLONY FOR 1937

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

The 25 islands of the Gilbert and Ellice Groups form a chain of coral atolls in mid-Pacific, lying between latitudes 4° North and 11° South, and longitudes 172° and 180° East.

In addition to these two Groups the Colony includes Ocean Island, some 250 miles to westward, Fanning, Washington, and Christmas Islands, some 1,800 miles to eastward, and the Phoenix Islands, some 600 miles to eastward of the Gilbert Islands. The various components of the Colony are scattered over a rectangle of a million square miles, yet their aggregate land area amounts to approximately 200 square miles only.

Ocean Island, which is the Colony headquarters, is geologically distinct from the Gilbert and Ellice Islands. It is about 1,500 acres in extent and possesses large deposits of phosphate

of lime. Its highest point is 280 feet above sea-level. The other islands are simple coral atolls, rising about 15 feet above sea-level, and seldom exceeding a width of five furlongs from beach to beach. The atolls are from 5 to 50 miles long, enclosing lagoons in most cases, and covered with a soil so sandy that it will support no useful plant save the coconut and pandanus palm, and coarse edible tubers of the taro and babai families.

The climate is warm but not humid, and is tempered by the trade winds. The nights are cool for equatorial regions. The Colony is free from malaria and fevers of the typhoid group. In normal seasons the annual rainfall ranges from about 40 inches in the vicinity of the Equator, to 100 inches in the Northern Gilbert and Southern Ellice Islands. The wettest months are usually December, January and February. Ocean Island and the Central and Southern Gilbert Islands are subject to drought. The Colony lies between the northern and southern hurricane belts but, while occasional westerly gales occur between October and March, the wind seldom reaches hurricane force.

A reconstruction of Gilbertese legendary history indicates that these islands were originally invaded by a Melano-Polynesian folk who came from Indonesia through the Marshall and Caroline Islands. The majority of the host swarmed southwards to Samoa, only a few remaining in these islands. After some seven centuries there was a migration back from Samoa to the Gilbert Islands.

Two main parties are generally recognized as outstanding in this migration. One settled in the Northern and the other in the Southern Gilbert Islands. The social development of the Southern Islands appears to have proceeded along democratic lines, while in the Northern Islands a monarchical form of society was developed, which exists to this day but with very much reduced influence. It may generally be stated that the Southerners imposed their culture with varying degrees of success on all islands south of Marakei.

The history of Ocean Island shows many affinities with that of the Gilbert Islands, for an invasion from Indonesia took place in the early days. The majority of the invaders then passed on to Samoa, but after the return migration from Samoa to the Gilbert Islands took place, a party from Beru journeyed to Ocean Island, about 11 generations ago. They dominated the inhabitants and partitioned the island amongst themselves.

Legendary evidence suggests that the Ellice Islands were colonized about the sixteenth century. The Ellice Islanders are generally regarded as a branch of the Polynesian race, and while their traditions show that the earliest settlers came from eastern Samoa, there appears to have been an infusion of Tongan blood at a later date. The island of Nui has a history of its own, for the islanders speak a dialect of Gilbertese, and their

physical and mental characteristics suggest strong affinities with that race. It is probable that the original Polynesian inhabitants of that island were overwhelmed by a Gilbertese invasion from the islands of Tarawa and Tabiteuea, and that the invaders killed off the majority of the men and intermarried with the women.

The Gilbert Islands were discovered, piecemeal, by British naval officers between 1765 and 1824; the Ellice Islands between 1781 and 1819. The first known European trader came to the Gilbert Islands in 1837, and by 1846, when Commander Wilkes of the United States Navy visited the Colony, a number of traders had established themselves in both Groups. This was a period of unrest, for during the latter half of the nineteenth century the Colony was visited by " blackbirders " who kidnapped many of the natives for forced labour in the plantations of Central America.

In 1892 the two Groups were proclaimed a British Protectorate by Captain H. M. Davis of H.M.S. *Royalist*. The jurisdiction of the Resident Commissioner of the Protectorate was extended to Ocean Island by a Proclamation in 1900. At the expressed desire of the natives both Groups were annexed to His Majesty's Dominions as the Gilbert and Ellice Islands Colony by an Order in Council of the 10th November, 1915.

Ocean Island and Fanning and Washington Islands were included within the boundaries of the Colony by an Order in Coucil dated the 27th January, 1916, and Christmas Island was included by an Order in Council of the 30th July, 1919. The Phoenix Islands were included by an Order in Council of the 18th March, 1937.

II.—GOVERNMENT.

The Colony is under the charge of a Resident Commissioner who resides at Ocean Island, which is the Colony headquarters, and who is responsible to the High Commissioner for the Western Pacific who resides in Fiji. There is no Executive or Legislative Council. The Ordinances are enacted by the High Commissioner under the provisions of the Pacific Order in Council, 1893.

The Colony is sub-divided into six administrative districts each under the charge of an Administrative Officer who is responsible to the Resident Commissioner. The headquarters of these districts are at Tarawa, Butaritari, and Beru in the Gilbert Islands, Funafuti in the Ellice Islands, and at Fanning Island. There are also two Administrative Officers stationed at the islands of Canton and Hull in the Phoenix Group, and one Administrative Officer at Christmas Island.

Much of the work of administration is done by the natives themselves. Each island which has an indigenous population has its own native Government, which maintains law and order

under the general supervision of an Administrative Officer. Each Native Government is presided over by a Native Magistrate who, in session with the village " Kaubure ", constitutes a Court. One or more " Kaubure " are elected by the community of each village according to its size and situation. On each island there is a Chief of Kaubure who is the Magistrate's assistant and the chief executive official. There is also on each island a Native Scribe who maintains all the Government records and is the local financial officer and postmaster.

There are no Native Governments at the islands of Fanning, Washington, Christmas or Niulakita, or in the Phoenix Group, where the native population, if any, consists of labour employed by various commercial concerns for the purpose of producing copra.

III.—POPULATION.

The last accurate census of the population of the Colony was taken in 1931, when the figures were as follows:—

	Europeans.	*Natives.*	*Half-castes.*	*Asiatics.*	*Totals.*
Ocean Island ...	129	1,780	—	400	2,309
Gilbert Islands :—					
Makin ...	1	718	4	1	724
Butaritari ...	16	1,579	64	14	1,673
Marakei	6	1,634	9	—	1,649
Abaiang	6	2,565	20	1	2,592
Tarawa	23	2,959	25	6	3,013
Maiana	1	1,383	17	5	1,406
Abemama ...	7	876	8	2	893
Kuria	1	211	11	—	223
Aranuka ...	1	285	6	—	292
Nonouti	4	2,235	13	3	2,255
Tabiteuea ...	6	3,678	15	3	3,702
Beru	10	2,225	5	1	2,241
Nikunau ...	4	1,665	5	—	1,674
Onotoa	—	1,628	10	1	1,639
Tamana	—	989	—	—	989
Arorae	—	1,450	1	—	1,451
Floating	8	98	6	—	112
Totals ...	94	26,178	219	37	26,528
Ellice Islands :—					
Nanumea ...	—	770	—	—	770
Nanumanga ...	—	423	1	—	424
Niutao	—	645	—	—	645
Nui	—	410	—	—	410
Vaitupu	2	715	3	—	720
Nukufetau ...	—	389	5	—	394
Funafuti ...	2	405	6	—	413
Nukulaelae ...	—	178	—	—	178
Niulakita ...	—	40	—	—	40
Floating	9	70	1	—	80
Totals ...	13	4,045	16	—	4,074

	Europeans.	*Natives.*	*Half-castes.*	*Asiatics.*	*Totals.*
Fanning Island District:—					
Fanning Island }	34	431	—	2	467
Washington Island }					
Christmas Island	5	33	—	—	38
Totals ...	39	464	—	2	505
Colony Totals	275	32,467	235	439	33,416

The population of the Phoenix Islands at the close of the year was three Europeans and 59 natives.

The population of almost all islands has shown a steady increase since 1931, as is demonstrated by the following table of vital statistics for the years subsequent to the census quoted above:—

Year.	*Native births in Colony.*	*Native deaths in Colony.*	*Difference.*
*1930–31	1,099	774	+325
*1931–32	1,227	802	+425
†1932–33	1,690	1,037	+653
1934	1,112	832	+280
1935	1,139	997	+142
1936	1,159	1,355	−196
1937	1,272	729	+543
Totals	8,698	6,526	+2,172

* July—June.
† 18 months: July, 1932—December, 1933.

The adverse figures for 1936 were due to mortality in the measles and dysentery epidemics of that year.

The rate of infantile mortality was 134·65 per 1,000 births.

IV.—HEALTH.

Staff.

The staff of the department during the year consisted of the Senior Medical Officer; one whole time and one part time European Medical Officer; ten Native Medical Practitioners (one temporarily seconded from the Fiji Service); and 52 Native Dressers. There have been four students in training as Native Medical Practitioners at the Central Medical School in Suva, and four Ellice Island girls in training as Native Nurses by the Samoan medical authorities in Samoa.

Tarawa is the administrative centre of the department, and on this island are situated the main Government hospital of the group, the Public Lunatic Asylum, drug and equipment stores, and the headquarters of the Senior Medical Officer. One

Medical Officer has been employed in field investigation, sanitary, and general medical duties among the other islands, and the part time Medical Officer (otherwise employed by the British Phosphate Commissioners) has been resident throughout at Ocean Island. Native Medical Practitioners have been posted to the administrative headquarters of the various administrative districts, viz., Butaritari, Beru and Funafuti, and at the Central Hospital at Tarawa. In addition two Native Medical Practitioners have been employed in travelling steadily from island to island with the object of clearing up minor medical and surgical cases. Complete clinical surveys have been carried out by Native Medical Practitioners at eight islands comprising a total population of about 14,000. Native Dressers are posted to the Central Hospitals at Tarawa and Funafuti, and are also placed in charge of Island Hospitals, of which there are two at each of the largest islands of Tabiteuea and Nonouti.

Hospitals and Asylum.

These consist of the Tarawa Central Hospital, the Funafuti Colonial Hospital, and hospitals constructed of native materials on each island, known as island hospitals. The latter form a charge against Native Government funds, although the cost of drugs, equipment and salaries are met from Colony funds.

Tarawa Central Hospital returns for the year are as follows:—

In-patients treated	236
Out-patients treated	4,973
Number of deaths	19

As far as transport facilities allowed, cases beyond the scope of Native Medical Practitioners were sent to this hospital.

The Funafuti Colonial Hospital has hitherto been the centre of medical activity in the Ellice Islands, but during the year under review, with the object of materially reducing the high cost of transporting patients to and from this hospital, every effort was made to provide medical and surgical care of cases in their own islands. Native Medical Practitioners, with assistance from the Administrative Officer of the Ellice Islands, worked so successfully along these lines, that it was possible to reduce the number of those entering Funafuti Hospital to those of a normal island hospital, with the returns for which they are, in fact, included.

Island Hospitals.—The returns for these hospitals are as follows:—

In-patients treated	2,409
Out-patients treated	38,999
Number of deaths	229

Tarawa Public Lunatic Asylum.—This institution serves the whole Colony. Returns for 1937 are as follows:—

Patients on 1st January, 1937...	11
Patients admitted	3
Patients discharged	1
Patients died	3
Patients on 31st December, 1937	10

General Health.

Except for localized outbreaks of mild influenza and chicken-pox there have been no epidemics during the year.

Yaws remains under control. Throughout the Colony there were, during the year, 7,322 injections of arsenical remedies directed against this disease.

Dysentery.—The incidence of this, which seems to be generally limited to the amoebic type of infection, has been rather high, although steady and not alarming.

Tuberculosis showed a definite tendency to increase for some months after the measles epidemic in 1936. During the latter part of the year however, the incidence appeared to return to normal. The steady decline in the number of cases of so-called tuberculosis glands of the neck during late years is probably explained by the control of yaws, and large expenditure on drugs of the cod-liver oil group.

Filariasis and Elephantiasis.—The comparative immunity of the Gilbert Islands and the high infection rate in the Ellice Islands continues.

Ankylostomiasis is general among the Ellice Islanders. During the year particular attention has been paid to the treatment of this condition.

Sanitation.

Greatly facilitated though this is by the formation of these islands, results leave much to be desired, in spite of provision for its legal control in the local Regulations and in spite of the work of the Medical and Education Departments to improve the knowledge of hygiene.

Maternity and Child Welfare.

Some years ago a maternity centre was started at Funafuti by the personal enterprise of the then Medical Officer, Ellice Islands, and the work has been extended by the formation of women's committees on the various islands of the district. Further progress in this direction will not be practicable until the projected staff of native nurses has come into being, to give the movement the necessary lead and technical advice.

In view of the high infantile mortality rate amongst the native labour employed by the British Phosphate Commissioners at Ocean Island, a weekly clinic was inaugurated early in 1937

under supervision of the Medical Officer. During the year a specially designed and modernly equipped building was erected as an infant welfare centre and the sum of £50 per month was set aside for the provision of special foods. In August, 1937, a certificated Nurse with special experience in infant welfare work was appointed by the British Phosphate Commissioners and the general health of both mothers and children has already shown material signs of improvement, a fact which is also supported by statistics.

Constructional.

A scheme for the provision of a dispensary, built of imported material, for each island came into operation during the financial year 1937-8. The first shipment was landed in the Colony in December, and the programme of building, which is to be carried out by the personnel of the department, was commenced.

V.—HOUSING.

Europeans in the service of the Government and industrial and trading firms in the Colony are provided with separate houses of the bungalow type. The majority are constructed of timber, with iron roofs, but recently there has been a tendency to build concrete houses, with tiled roofs. A number of Europeans also live in houses built of indigenous materials; this type of house is cool but requires considerable upkeep. There is no hotel or other accommodation for tourists or visitors in any of the islands. Asiatic traders mostly live in houses of European construction.

The native dwellings in the villages generally consist of three separate buildings, used respectively as living and sleeping houses, eating houses, and cooking houses. In the Gilbert Islands the floor is raised off the ground but a lime-concrete platform on ground level is more usual in the Ellice Islands.

The Chinese labourers employed in Ocean Island are housed in a location which contains dwellings, mess rooms, offices and recreation rooms. The buildings are of reinforced concrete and fibrolite, with tiled roofs.

The married native labourers in Ocean Island and the native labourers at Fanning Island are housed in quarters of European construction.

All buildings occupied by contract labour are subject to regular inspection by Medical Officers and officers of other Government Departments, and for this reason a high standard of housing conditions prevails.

The maintenance of sanitary conditions in all dwellings is enforceable under the Public Health Ordinance. The housing of labourers is also subject to control under the Labour Regulations.

There are no building societies in the Colony.

VI.—NATURAL RESOURCES.

Ocean Island, which is about 1,500 acres in extent, possesses large deposits of phosphate of lime. The other islands of the Colony have no known mineral wealth but coconut trees grow profusely and from these are derived the only other marketable commodity in the Colony, namely copra. No systematic planting or cultivation is carried out by the native population, in whose hands nearly all the coconut-bearing land remains. The system of land tenure is briefly described in Chapter XVIII of this Report.

Phosphate of lime.—All the phosphate mined is exported. The local mineral gives a higher phosphoric reaction than that of any other known area, with the exception of Nauru.

The tonnage of phosphate exported during 1937 was 399,076 tons, of which the value was £359,168.

The phosphate at Ocean Island is mined by native and Chinese coolie labour employed by the British Phosphate Commissioners. European employees supervise the work generally and fill the positions requiring technical knowledge.

Copra.—All the copra produced locally is exported. The quantity and value of the copra exported during the years 1936 and 1937 are shown hereunder:—

Year.	*Tons.*	*Value.* £
1936	5,636	67,146
1937	5,109	48,398

The fall in the production of copra was largely due to the drought conditions prevailing in the Gilbert Islands.

In general the production of copra is in the hands of the individual native who trades direct with the two trading companies established in the Gilbert and Ellice Islands. There are, however, on the majority of islands, established native trading companies and native co-operative societies who trade with the European firms in bulk.

The coconut-bearing lands on the islands of Hull, Sydney, and Niulakita are in the hands of Messrs. Burns, Philp (South Sea) Company Limited; those on the islands of Fanning and Washington are held in the name of Fanning Island Plantations Limited: Christmas Island is leased by Central Pacific Plantations Limited, who employ Tahitian labour there. All the above lands are worked on plantation lines.

Fisheries.—A variety of fish abound in the waters of the Colony, but there is no fisheries industry, all the fish caught being purely for domestic consumption.

VII.—COMMERCE.

Note.—The figures in this Chapter are related to the Financial year of the Colony, which runs from the 1st July to the 30th June.

The islands of the Colony lie between the main north and south trans-Pacific trade routes. Ocean Island, the centre of the phosphate industry, lies roughly equidistant from Australia and New Zealand and external trade is chiefly concerned with these two Dominions. The shipping connexions between Ocean Island and the Dominions are maintained by vessels owned or chartered by the British Phosphate Commissioners. The average length of the voyage to Melbourne is ten days and to Auckland nine days.

Copra, of which a few thousand tons are produced each year, is virtually the sole marketable commodity of the remainder of the Colony. The greater proportion is usually shipped to the United States and Mexico by vessels chartered by Messrs. Burns, Philp (South Sea) Company, Limited, which load a part cargo of this commodity at various Pacific island ports.

Internal trade and communications in the Gilbert and Ellice Islands are in the hands of three trading companies two of which operate trading vessels in the Groups, while the third, whose headquarters are at Jaluit, Marshall Islands, despatches a vessel to the Gilbert Islands three times a year to load copra.

The bulk of the Colony's foodstuffs is imported, the value of such imports during the year ended 30th June, 1937, amounting to £36,284 or 30 per cent. of the total imports for the year. Machinery, the value of which was £9,877, represented 8 per cent of the total.

Colony exports were confined to only two commodities, phosphate of lime, £385,353 (86 per cent.) and copra £64,587 (14 per cent.). The principal countries of destination of these exports are shown in the tables appended hereto. The proportion absorbed by countries within the Empire amounted to slightly over 84 per cent. during the five-year period ended 30th June, 1937, while the proportion of phosphate of lime only exported to Empire countries during the same period was 89·4 per cent.

(1) *Total value of imports, domestic exports and re-exports for the years 1932–33 to 1936–37 inclusive.*

Year.	*Imports.*	*Exports.*
	£	£
1932–33	117,920	398,068
1933–34	94,429	259,843
1934–35	117,060	340,068
1935–36	128,848	359,766
1936–37	119,201	449,940

(2) (*a*). *Percentage of total imports provided by the Empire and foreign countries for the period 1932–33 to 1936–37 inclusive.*

Year.	*Empire.*	*Foreign.*
1932–33	70	30
1933–34	75	25
1934–35	78	22
1935–36	78	22
1936–37	82	18

(2) (*b*). *Principal supplying countries and proportion from each (in percentages).*

	1932–33.	*1933–34.*	*1934–35.*	*1935–36.*	*1936–37.*
United Kingdom	15	24	25	19	26
Australia	47	42	42	44	44
United States	12	8	9	8	8
Dutch East Indies	3	3	4	4	4
Other	23	23	20	25	18

(3) (*a*). *Percentage of domestic exports to Empire and foreign countries.*

Year.	*Empire.*	*Foreign.*
1932–33	88	12
1933–34	85	15
1934–35	76	24
1935–36	85	15
1936–37	88	12

(3) (*b*). *Principal countries of destination of exports for the period 1932–33 to 1936–37 (percentage).*

	1932–33.	*1933–34.*	*1934–35.*	*1935–36.*	*1936–37.*
Australia—					
Phosphate	70	68	65	64	64
Copra	77	—	30	—	—
New Zealand—					
Phosphate ...	23	27	23	20	23
Copra	—	—	—	—	—
Japan—					
Phosphate ...	3	5	9	10	13
Copra	2	8	6	5	5
Other—					
Phosphate ...	4	—	3	6	—
Copra	21(*a*)	92(*b*)	64(*c*)	95(*d*)	95(*e*)

(*a*) United States of America. (*b*) United States of America. (*c*) Mexico 20; United States, 16; Germany, 16; Spain, 12. (*d*) Mexico, 60; United States, 20; United Kingdom, 10; Panama, 5. (*e*) United States, 39; Denmark, 20; United Kingdom, 12; Unspecified, 24.

(4) *Value of principal imports and principal sources of supply. Period 1932–33 to 1936–37.*

	1932–33.	*1933–34.*	*1934–35.*	*1935–36.*	*1936–37.*
	£	£	£	£	£
(*a*) Provisions and beverages.	41,890	30,228	43,033	47,916	36,284
(*b*) Machinery.	1,695	8,676	11,940	9,779	9,877
(*c*) Coal.	4,027	1,963	4,174	6,238	8,500
(*d*) Building Materials	5,944	6,705	5,902	6,343	7,968
(*e*) Oils.	9,141	5,658	7,114	5,591	7,026
(*f*) Drapery and Apparel.	14,056	9,822	6,659	10,080	6,442
(*g*) Hardware.	4,750	4,644	4,798	4,650	4,013
(*h*) Tobacco, cigarettes and cigars.	10,651	6,261	6,427	5,832	5,385

(*a*) Australia and New Zealand; (*b*) United Kingdom; (*c*) Australia; (*d*) Australia; (*e*) Dutch East Indies and United States of America; (*f*) United Kingdom; (*g*) Australia and United Kingdom; (*h*) Australia and United States of America.

(5) *Value and quantities of principal exports during 1935–36 and 1936–37.*

		Tons.	£
1935–36	Phosphate of Lime.	325,420	309,149
	Copra	5,378	50,617
1936–37	Phosphate of Lime.	428,170	385,353
	Copra	5,109	64,587

(6) *Imports and Exports of Coin and Notes during the period 1932–33 to 1936–37.*

Year.	*Imports.*	*Exports.*
	£	
1932–33	3,500	Nil.
1933–34	6,010	Nil.
1934–35	5,000	Nil.
1935–36	11,855	Nil.
1936–37	5,470	Nil.

Tourist Traffic.

No passenger liners visit the Colony and there is no tourist traffic.

VIII.—LABOUR.

The chief employers of labour in this Colony are the British Phosphate Commissioners, who are engaged in the mining and export of phosphate from Ocean Island, and the firm of Fanning Island Plantations, Limited, who are engaged in the production and export of copra from the islands of Fanning and Washington.

The British Phosphate Commissioners employed an average of 520 natives and 780 Chinese mechanics and coolies under contract during the year, the former being recruited from the Gilbert and Ellice Islands and the latter from Hong Kong. Of the recruited native labourers 174 were accompanied by their wives and families. Approximately 90 natives of Ocean Island were also employed as day labourers.

Fanning Island Plantations, Limited, employed an average of 130 natives under contract during the year. These natives were recruited from the Gilbert Islands; 45 of them were accompanied by their wives and families.

The two trading firms of Messrs. Burns, Philp (South Sea) Company, Limited, and Messrs. On Chong and Company, Limited, whose headquarters are established at Tarawa and Butaritari respectively, and who operate throughout the Gilbert and Ellice Islands, also employ a number of native labourers.

The supply of indigenous labour is almost always in excess of the demand. The supply of Chinese labour is regulated by the requirements of the British Phosphate Commissioners.

The method and principles of recruitment of indigenous labour are governed by the provisions of the Labour Regulation, No. 1 of 1915, and subsequent amending Ordinances. The following points are specifically dealt with therein:—the issue of licences for recruiting vessels, the islands at which labour may be recruited, the presence of a Government Agent to explain the terms and supervise the ratification of contracts, unauthorized recruiting, permits to engage labour and the issue of licences permitting persons to act as agents for the purpose of recruiting. In general it may be stated that there is very close administrative supervision of the recruiting of native labour and the ratification of such contracts.

The British Phosphate Commissioners recruit their Chinese labour from Hong Kong through the agency of Messrs. Gibb, Livingstone and Company, Limited. The terms of the contract are fully explained to the applicants by an officer of the Department of the Secretary for Chinese Affairs before they embark for Ocean Island.

The native and Chinese coolie labour at Ocean Island is employed in the surface mining of phosphate.

Almost all the native labour at Ocean Island, with the exception mentioned above, is employed under contract. In the Gilbert and Ellice Islands native labour is usually employed casually from day to day.

Information regarding the rates of wages of labourers and the accommodation provided for them will be found in Chapters V and IX of this Report.

IX.—WAGES AND COST OF LIVING.

Europeans.—Europeans in the service of the Government and industrial and trading concerns are provided with free partly furnished quarters. Unmarried employees of the British Phosphate Commissioners receive free board, lodging, and laundry. All houses on Ocean Island are lighted by electricity which is supplied free to employees of the Commissioners; other Europeans pay for the service. With ordinary economy a married couple at Ocean Island can live on about £28 a month and a bachelor on about £20 a month. These amounts would not, however, include provision for luxuries and normal entertainment expenses. The cost of living in the Gilbert and Ellice Islands on the same style would be approximately 20 per cent. higher than the figures given above.

Chinese.—Chinese mechanics employed by the British Phosphate Commissioners on Ocean Island receive an average wage of £6 10s. a month, and coolie labour from 32s. to 36s. a month, with rations, quarters and lighting in both cases.

Natives.—On Ocean Island native labourers employed by the British Phosphate Commissioners under contract receive £1 12s. a month with rations, quarters, and lighting, and a bonus of 8s. a month for satisfactory work. Casual labourers receive 4s. a day without, and slightly less a day with, rations or quarters. In other parts of the Colony the wages vary according to the locality and the nature of the employment. Labour employed under signed contract is paid from £1 a month with quarters and rations to £5 a month without rations. Casual labourers receive from 2s. to 5s. a day, according to whether free rations are issued or not. Salaries of native employees of the Government range from £12 to over £200 a year. They also receive ration allowances and free quarters.

X.—EDUCATION AND WELFARE INSTITUTIONS.

The gross expenditure on education during last financial year was £4,004 16s. 6d., an increase of £155 on that of the previous year. Educational revenue consisted of the following: £150 15s. 6d. from the Banaban Fund in respect of the Banaban School; £50 from the Banaban Fund as a contribution towards the cost of educational administration; and £175 from the British Phosphate Commissioners as a contribution towards the maintenance of the European School. The last sum was not paid directly, but formed part of a consolidated contribution to revenue. The net expenditure incurred by the Education Department was £3,629 1s., which was 4·3 per cent. of the net Colonial expenditure, and a cost per head of population of 2s. 3d.

The gross educational expenditure was distributed as follows: Administration, £782 11s. 9d.; King George V School £1,294 8s. 1d.; Ellice Islands School, £533 3s. 4d.; Banaban School, £150 15s. 6d.; European School, £384 17s. 10d.; General Grant-in-Aid to Mission Education, £500; Grants relating to Mission improved village schools, £359.

The outstanding educational matters of the year were the proposed continuance of the training of native teachers under a grant-in-aid system; the provision of vernacular text-books; the rehabilitation of the King George V School; the building and organization of a new Banaban School; and the spelling of Gilbertese. Some advance was made with the proposals regarding the training of native teachers. The position in regard to vernacular text-books has improved greatly during recent years, thanks mostly to able mission assistance. The Education Department published during the year a book on school method for native teachers, and the London Missionary Society published a geography of the Pacific, and two books for use as readers. The number of scholars at King George V School was increased to 40. The appointment of a separate master for the European school, Ocean Island, which is involved in the reorganization of the Banaban school, was under consideration at the close of the year.

XI.—COMMUNICATIONS AND TRANSPORT.

The following is a summary of the overseas vessels which called at Ocean Island and Tarawa during the year under review:—

From	*Ocean Island.*	*Tarawa.*
Nauru	20	—
Australia	31	1
New Zealand	19	—
Japan	14	—
Honolulu	2	1
Hong Kong	1	1
Fiji	1	—
Holland	1	—
New Guinea	—	4
Marshall Islands	—	3
	—	—
	89	10
	—	—

A number of the vessels which visit Ocean Island discharge mails and stores and then proceed to the neighbouring island of Nauru to load a cargo of phosphate. The remainder carry phosphate from Ocean Island to various ports in Australia and New Zealand, and occasionally to China, Japan and Europe.

There is no regular trade route between Ocean Island and the Gilbert and Ellice Groups, and the latter rely mainly upon the

Government vessel *Nimanoa* for mails to be brought over from Ocean Island. Occasional communication is also provided by vessels, chiefly from New Guinea, which visit Tarawa and Butaritari for the purpose of exporting copra. The London Missionary Society's vessel *John Williams V*, which visits the Colony from Suva three times a year, also provides communication with the outside world.

Tarawa is generally regarded as the distributing centre within the two Groups, communication between the islands of which is maintained by the Government vessel and by coastal copra vessels owned by Messrs. Burns, Philp (South Sea) Company, Limited, and Messrs. On Chong and Company, Limited.

Direct communication with the islands of the Fanning Island District is available only on those occasions when labour for the copra plantations is recruited—normally at intervals of from two to three years. The normal means of communication is through Suva and Australia.

Roads.

The roads in the Gilbert and Ellice Islands are made of reef mud and are firm enough to support light motor bicycle traffic. Wheeled traffic is considerably hindered by the frequent breaks in the land where the ocean connects with the lagoon.

The roads at Ocean Island, though rough, are quite suitable for motor transport. Many new roads were cut, and a considerable mileage of old roads resurfaced during the period under review.

Telephones and Telegraphs.

There is a telephone system in operation at Ocean Island comprising some 40 subscribers. This system is mainly the property of the British Phosphate Commissioners. There are no other inland telephone or telegraph services in the Colony.

Wireless communication is available for public use through the following stations:—

Ocean Island Radio, V.Q.K., is owned by the Government and serves as the clearing point for all traffic into and out of the Colony (with the exception of a small volume of traffic which passes direct between Suva and Funafuti). The Station, which is equipped with a modern short and medium wave 500-watt transmitter, maintains schedules with Suva, Rabaul, Nauru, Tarawa, Butaritari, Beru, Funafuti and shipping.

Tarawa Radio, V.S.Z., is owned by Messrs. Burns, Philp (South Sea) Company, Limited, and communicates, on a power of 500 watts, with other stations within the Colony and with shipping.

Beru Radio, Z.C.C., belongs to the London Missionary Society and maintains a public service with Tarawa, Butaritari and Ocean Island.

Butaritari Radio, Z.J.G., is operated by Messrs. On Chong and Company, Limited, and communicates, on 250 watts, with other stations within the Colony and with shipping.

Funafuti Radio, Z.J.U., is the private property of the Administrative Officer at present stationed in the Ellice Islands, and has been developed from an amateur station. It maintains a public service in consideration of a Government subsidy, and communicates on about 100 watts with Ocean Island and Suva.

Government radio stations are also established on Christmas Island, and on the islands of Hull and Canton in the Phoenix Group.

In addition to the above public stations a small station, V.Q.N., is maintained by Cable and Wireless, Limited, at Fanning Island, but is used only on private business for communication with shipping. Ordinary communication with Fanning Island is by cable from Suva.

A 500-watt radio telephone, V.Q.M., is maintained at Ocean Island by the British Phosphate Commissioners and communicates, on their private business, with Nauru and the Commissioners' vessels.

XII.—PUBLIC WORKS.

The permanent staff of the Public Works Department, of which the headquarters is at Ocean Island, consists of an European Superintendent and Foreman of Works, one Chinese and one half-caste carpenter, four native carpenters and three native mechanics. Seven Chinese mechanics were also engaged under contract but one returned to China in August when his contract expired. The remaining six elected to renew their contracts for a further period of one year. In the Gilbert and Ellice Islands, officers of the District Administration, and of the Medical and Education Departments supervise the public works carried out at their respective stations.

The main feature of the Public Works programme at Ocean Island for 1937 was the continuation of the removal of a large part of the Government Station to a site on the northern side of the island, the work being undertaken by the British Phosphate Commissioners. During the period under review progress was made with the erection of the new Residency and Secretariat Offices, but neither building was completed before the close of the year.

Other building construction at Ocean Island included the completion of the large store and carpenter's shop for the Public Works Department; the continuation of the rebuilding programme of the police lines; the completion of the erection of new quarters and offices for the Superintendent of Works; the construction of cisterns in the Banaban villages and at the quarters of the Wireless Officers; the construction of one double set of quarters built of native materials; and the entire rebuilding of the Banaban hospital, on which work was still in progress at the close of the year.

No public works of major importance were undertaken at Butaritari or Tarawa. At Beru the quarters of the Lands Commissioner, Gilbert Islands, were demolished and reconstructed and at Funafuti a new stone jetty was built. Extensive repairs to the quarters of the Administrative Officer at Fanning Island were completed during the year.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

Civil and criminal jurisdiction is exercised in the Colony by Judicial Commissioners and Deputy Commissioners sitting in Courts constituted under the Pacific Order in Council, 1893. In civil matters appeals may be made from these Courts to the Supreme Court of Fiji. As regards criminal jurisdiction, all sentences of imprisonment exceeding six months or of fines exceeding £100, imposed by a Court held otherwise than before the High Commissioner or a Judicial Commissioner, are submitted automatically for review before the Supreme Court of Fiji, sitting as a Court of Appeal. If, in criminal proceedings, the accused be charged with an offence punishable with death or penal servitude for seven years or more, a Deputy Commissioner has no power to try the case, but, if satisfied that there is reasonable ground to put the accused upon his trial, must commit him for trial before a Judicial Commissioner.

There is practically no Police Court work in the Colony except at Ocean Island where a Judicial Commissioner or Deputy Commissioner carries out the necessary magisterial duties. The business of this Court is chiefly concerned with the application of the rules made under King's Regulation No. 1 of 1915 and Ordinance No. 9 of 1929 for the governance of the native and Chinese labourers employed locally by the British Phosphate Commissioners.

Statistics of the Court's work during the year 1937 are set forth in the following table:—

ANNUAL RETURN SHOWING NUMBER OF PERSONS TRIED IN HIGH COMMISSIONER'S COURT FOR THE WESTERN PACIFIC, OCEAN ISLAND, FOR THE YEAR 1937.

Offence.	Tried Summarily.	Tried with Assessors.	Nationality.		Charge withdrawn or dismissed.		Imprisoned.		Fined.		Dealt with otherwise.		Total convicted.	
			Native.	Chinese.	Native.	Chinese.	Native.	Chinese.	Native.	Chinese.	Native.	Chinese.	Native.	Chinese.
Larceny	13	—	5	8	1	2	—	2	4	4	—	—	4	6
Breaking and entering ...	1	—	—	1	—	—	—	1	—	—	—	—	—	1
Obtaining by false pretences	2	—	1	1	—	—	1	—	—	1	—	—	1	1
Unlawful possession ...	4	—	1	3	—	1	—	—	—	2	1	—	1	2
Assault	3	—	2	1	—	—	—	—	2	1	—	—	2	1
Assault on Warder ...	1	—	—	1	—	—	—	1	—	—	—	—	—	1
Obstructing Police ...	1	—	—	1	—	—	—	—	—	1	—	—	—	1
Delivering goods to prisoner	1	—	—	1	—	—	—	1	—	—	—	—	—	1
Contempt of Court ...	1	—	—	1	—	—	—	1	—	—	—	—	—	1
Riotous and threatening behaviour	4	—	1	3	1	1	—	1	—	—	—	1	—	2
Travelling without permit	3	—	3	—	1	—	2	—	—	—	—	—	2	—
Failure to pay capitation tax	6	—	—	6	—	—	—	6	—	—	—	—	—	6
Offences against Labour Regulation 1915, Employees Control Ordinance 1929 and Rules made thereunder :—														
Failure to perform duties	185	—	27	158	—	4	—	86	27	66	—	2	27	154
Absence from quarters ...	14	—	10	4	—	1	—	—	10	3	—	—	10	3
Unlawful entry of native quarters	3	—	1	2	—	—	—	—	1	2	—	—	1	2
Aiding and abetting said entry	1	—	1	—	—	—	—	—	1	—	—	—	1	—
Gambling	45	—	45	—	2	—	—	—	43	—	—	—	43	—
Miscellaneous	5	—	4	1	—	—	—	—	4	1	—	—	4	1
Totals	293	—	101	192	5	9	3	99	92	81	1	3	96	183

There are no practising barristers or solicitors in the Colony.

A code of Native Laws and local Regulations is administered in the Native Courts under the supervision of Administrative Officers, who are empowered to review, alter or amend the sentences imposed by the Native Court.

Armed Constabulary.

The Police of the Colony consist of an Armed Constabulary constituted under Ordinance No. 9 of 1916, and an Island Police Force appointed under the Native Laws Ordinance, No. 2 of 1917. The Armed Constabulary is under the command of the Resident Commissioner. An European Officer of Constabulary is in charge of the police establishment at Ocean Island. The non-commissioned officers and men are natives. The authorized strength was increased from 63 to 81 during the period under review, owing to the large increase in the numbers of Chinese employed by the British Phosphate Commissioners. Of this number, 65 are stationed at Ocean Island where regular beat, night patrol and guard duties are carried out, and special constables are supplied to maintain discipline and order. The majority of the police stationed at Ocean Island are Ellice Islanders who have proved themselves to be competent in handling the mixed races of the community.

The health of the police was uniformly satisfactory throughout the year.

Recreation in the form of cricket and football is encouraged, and these together with physical training and bayonet drill, ensure fitness among the members of the Force.

The Native Magistrate of each island is responsible for the supervision of the Island Police Force, whose total numerical strength in the Colony stands at 266.

Prisons.

A permanent staff of eight warders and four wardresses exercises supervision over the gaols and prisoners. In addition, a village warder and wardress are appointed on every island to supervise the island prison and prisoners.

There are five Colonial gaols, two of which are established at Tarawa and one each at Ocean Island, Fanning Island and Funafuti. To these gaols are usually sent prisoners who are undergoing sentences of over six months' imprisonment. Other prisoners sentenced by the Native Courts serve their sentences in the island prisons. Schedule C of the Gaol and Prison Ordinance, 1916, lays down that a Government Medical Officer shall, when in residence, visit the gaol at least three times a week, and if practicable visit prisoners in solitary confinement

daily. It is also his duty to examine every prisoner on his admission to the gaol and report to the Resident Commissioner any matter which requires attention in the medical or sanitary interests of the prisoners. He must render a full report on the death of any prisoner and carry out a post-mortem examination if he so deems it necessary. It is his duty, in addition, to attend the execution of every capital sentence and every infliction of corporal punishment within the gaol.

The health of the prisoners in Colonial gaols was generally satisfactory throughout the year.

Juvenile offenders.—It is proposed to enact a new Native Law on this subject shortly.

Payment of fines.—The Court give an offender a reasonable time to pay a fine imposed if satisfied that the fine cannot be paid immediately, but will be paid if time is allowed. An offender who defaults and is imprisoned, is released on payment of a proportion of the fine equivalent to the unexpired portion of his term of imprisonment.

XIV.—LEGISLATION.

The following more important legislative acts were passed during the year under review:—

Ordinance No. 1.—The Currency Ordinance.

Ordinance No. 5.—The Public Holidays Ordinance.

Ordinance No. 7.—The Customs Officers (Validation) Ordinance.

Ordinance No. 9.—The Mining (Amendment) Ordinance.

The Currency Ordinance declares that Australian notes and coin shall be legal tender within the Colony.

There is no specific factory legislation in the Colony, but the provisions of Ordinance No. 5 of 1931 provide for the enforcement of certain Conventions relating to the employment of women and young children in industrial undertakings. There is no legislative provision for old age, nor legislation dealing with compensation for accidents. It is, however, the practice of commercial firms in the Colony to grant monetary or some other form of compensation to any of their workmen who sustain injuries during the course of their employment. In the event of the workman's decease, monetary compensation is awarded to the dependants.

Section 40 of King's Regulation No. 1 of 1915 and paragraphs 13 to 15 of the Schedule to the Employees Control Ordinance No. 9 of 1929 make provision for the treatment of sickness amongst labourers free of charge.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

An agency of the Commonwealth Bank of Australia (Savings Bank Branch) is established on Ocean Island. The rate of interest during the period under review was 2 per cent. per annum on the first £500 at credit of each account and 1¾ per cent. per annum on the excess of balance of £500 to £1,000. There are no banks in the Gilbert and Ellice Islands. Natives may deposit their cash with the Government for safe keeping and may withdraw whatever amounts they may require from any financial officer in any part of the Colony upon personal application and the production of the pass-book. A few natives of the Ellice Islands have opened accounts with the Government Savings Bank in Fiji.

Currency.

The Currency Ordinance No. 1 of 1937, provides that Australian notes and coin, and coin of the United Kingdom, shall be legal tender within the Colony in so far as they are legal tender within the Commonwealth of Australia and United Kingdom respectively.

A system of international money orders is established. Postal orders from 6d. to £1 in value are issued only at the main Post Office at Ocean Island, but may be cashed throughout the Colony.

Weights and Measures.

The local use of standard weights and measures of the United Kingdom is validated by Ordinance No. 10 of 1916.

XVI.—PUBLIC FINANCE AND TAXATION.

The Financial year runs from the 1st July to 30th June.

Revenue and Expenditure.

The totals of the revenue and expenditure of the Colony for the last seven years were as follows:—

Year.	*Revenue.*	*Expenditure.*
	£	£
1930–31	63,705	61,454
1931–32	49,111	53,947
1932–33	59,400	46,753
1933–34	45,359	53,299
1934–35	52,923	53,983
1935–36	58,697	60,744
1936–37	77,630	79,835

Revenue.

The following are the details of revenue for the last three years:—

	1934–35.	1935–36.	1936–37.
	£	£	£
Customs Duties	13,979	16,377	19,247
Native Taxes, etc. ...	2,966	4,137	5,773
Fees, Reimbursements, etc.	3,578	7,364	6,562
Licences, etc.	3,068	3,097	3,354
Post Office	1,251	2,073	8,580
Wireless Telegraphs ...	321	136	336
Royalties	5,274	6,647	10,543
Interest	3,687	2,934	3,357
Miscellaneous	708	552	5,883
Imperial Grant	750	750	703
Contribution by B.P.C. ...	17,342	14,629	13,292
	£52,924	£58,696	£77,630

During the year under review the sterling assets of the Colony were converted in the accounts to their equivalent value in Australian currency and to this conversion may be ascribed the considerable increases under Interest and Miscellaneous.

The increase under Post Office is due to the sale of the commemorative issue of Coronation stamps which far exceeded all expectations, and trade conditions generally are responsible for the increases shown under Customs Duties, Native Taxes and Licences.

Expenditure.

The following are the details of expenditure for the last three years:—

	1934–35.	1935–36.	1936–37.
	£	£	£
Pensions and Gratuities	3,430	2,014	2,860
High Commissioner's Dept.... ...	2,416	2,519	2,723
Resident Commissioner's Dept. ...	3,163	3,101	3,457
Treasury and Customs	1,960	2,439	2,730
District Administration	4,001	3,397	3,968
Police and Prisons	5,080	4,751	6,150
Defence Forces	63	48	167
Medical Department	9,574	8,848	12,484
Transport (Government Vessel) ...	5,529	8,945	7,079
Post Office	719	349	836
Wireless Telegraphs	1,000	2,225	1,211
Audit Department	408	317	362
Miscellaneous...	4,936	4,398	14,890
Education Department	3,960	3,849	4,005
Public Works Department	1,065	1,365	1,396
Public Works (Annually Recurrent)	1,072	1,452	2,643
Public Works (Extraordinary) ...	1,611	5,919	7,329
Island Administration	3,402	3,778	5,177
Lands Commission :—			
Gilbert Islands	543	769	136
Ellice Islands	50	261	232
	£53,982	£60,744	£79,835

The conversion of the Colony accounts to an Australian currency basis is largely responsible for the increases shown above. No provision for this conversion was made in the Estimates for the year, and included in the necessary adjustments under Miscellaneous consequent upon conversion is a sum of £7,307, which represents the loss by exchange on transactions in sterling and Fiji currencies during the two previous financial years. Exchange on similar transactions during the financial year 1936-7 amounted to £1,010.

Increased activities under Medical and Public Works Departments absorbed a further £6,237.

Public Debt.

The Colony has no public debt.

Assets and Liabilities.

The assets and liabilities of the Colony as at the 30th June, 1937, were as follows:—

Assets	£285,318
Liabilities	£174,560
Balance of Assets over Liabilities ...	£110,758

Taxation.

Taxes, with the receipts therefrom in 1936-37 were as follows:—

	£
(*a*) Import duties	15,376
(*b*) Export duty on copra	3,871
(*c*) Native Lands Tax (assessed annually according to productivity of each island, and paid in copra)	5,415
(*d*) Licences (principally Store, £1,310; and Ship, £782)	2,729
(*e*) Capitation Tax, at £10 a head on non-natives of the Pacific Islands (other than public officers, ministers of religion and certain others) ...	272
(*f*) Contribution to revenue by British Phosphate Commissioners in commutation of certain taxation	13,292
(*g*) Royalty at 6d. per ton on phosphate exported from Ocean Island...	10,418
	£51,373

Customs Tariff.

A preferential customs tariff in favour of British goods was established by Ordinance No. 2 of 1934. Duties *ad valorem* are in most cases 12½ per cent. preferential and 25 per cent. general. The chief exceptions are bicycles, motor-bicycles, musical instruments, perfumery, jewellery and machinery. Specific duties are

levied on 26 items of the tariff including ales and beers, wines and spirits and tobacco, cigars and cigarettes. In addition, some goods, while exempt from duty if of British origin, are dutiable at 12½ per cent. if foreign and certain other goods are unconditionally exempt from duty.

Excise and Stamp Duties.

There are no excise duties. The only stamp duty is that charged under the provisions of Ordinance No. 14 of 1917, viz., 2d. on every receipt (other than a receipt issued by or to the Government) for a sum exceeding 40 shillings.

Hut Tax or Poll Tax.

There is no hut or poll tax. A capitation tax of £10 per caput per annum is levied upon non-natives of the Pacific Islands (with certain exceptions) and an annual tax, payable in copra, is levied upon native landowners.

XVII.—MISSIONS.

Christianity was introduced into the Gilbert Islands in 1857 when Dr. Hiram Bingham and his wife, of the American Board of Commissioners for Foreign Missions, landed at the island of Abaiang. Although Bingham retired from the mission field in 1868 and devoted his remaining years to literary work in Gilbertese, the American Board maintained its Mission in the Northern Gilbert Islands until 1917, when this area was taken over by the London Missionary Society.

This Society commenced work in the Ellice Islands in 1865, and in the Southern Gilbert Islands in 1870. Ocean Island, which was included in the mission sphere in 1885 when a native pastor of the American Board landed there, came within the area of the Society in 1912.

The headquarters of the London Missionary Society, Gilbert Islands, are established at Beru, where there is a large training establishment with 250 students, having separate schools for boys and girls, a school for pastors and teachers, and a printing press. The teaching staff consists of six European missionaries, two Samoan teachers trained in Samoa, and seven Gilbertese teachers. A wireless station, electric light and telephones are also installed. The Mission has another principal school at Abaiang, with 30 students, and a staff consisting of two European missionaries and two native teachers. A District Committee controls the work of this Mission in the Gilbert Islands and on Ocean Island. The printing press undertakes the publication of religious and educational text-books, and

of a quarterly newspaper. Bi-annual visitations to the churches and schools are facilitated by the Mission's own vessel, the a.s. *John Williams V*.

The Mission, in addition to its two principal schools, has three intermediate boarding schools, which prepare students for the school at Beru, and 94 village schools, with a total native personnel of 118 teachers, and pupils numbering 2,937. Their teachers are firstly pastors who perform all the duties that fall to this vocation, in addition to their teaching duties. Sixteen of the village schools are improved schools as their teachers were trained by the Government during the years 1930-4. These schools receive a grant-in-aid from the Government. Proposals to increase the number of improved village schools of both missions are at present under consideration.

It is estimated that this Mission spends over £7,000 a year, a large proportion of which is expended on transport.

The Sacred Heart Mission commenced work in the Central Gilbert Islands in 1888, and on Ocean Island in 1912. The Mission is at present established on almost every island of the Gilbert Group. One of the principal schools of the Mission is at Abaiang and has 26 youths in training as candidates for the priesthood. During the year a composite building in stone costing about £2,000 was erected for the work of this school. There is also a printing press which undertakes the publication of a monthly newspaper and all the church and school books required by the Mission. The other principal school at Abemama is for the training of teachers and has 26 married students in residence. There is an intermediate boys school at Butaritari with 47 pupils, and there are also nine convents in the Gilbert Islands with 357 female pupils. Village schools of the Mission number 99, with 2,021 pupils. Nine of the village schools are improved schools enjoying a grant-in-aid from the Government. A small ship is being built locally for the use of the Mission. The whole personnel of the Mission consists of 21 priests, 29 sisters, 8 lay brothers and over 100 natives. A new Vicar Apostolic of the Gilbert Islands was appointed in December, 1937.

The respective systems of the two Missions differ entirely. The European staff of the London Missionary Society is concentrated at the two islands of Beru and Abaiang. The priests of the Sacred Heart Mission who are scattered throughout the Gilbert Islands have absolute charge of church and school work in their respective areas. There are sisters on almost every island.

The Ellice Islanders are all adherents of the Samoan branch of the London Missionary Society. The church buildings are

superior generally to their counterparts in the Gilbert Islands, due to centralized populations, larger resources, and greater ardour. An annual visitation of the islands is made by Mission officials from Samoa. There are nine village schools, one on each island, under the control of the local pastor and an assistant teacher. There is one intermediate school at Vaitupu. The village schools are attended by 792 pupils, and there are 29 pupils at the intermediate boarding school.

XVIII.—LANDS.

The native method of land tenure may be described as a compromise between the communal and individual systems. In theory a landowner has only a life interest in the property, but in practice he is allowed by custom to exercise a reasonable initiative in the alienation of portions of his lands outside the immediate circle of his next-of-kin.

Under existing legislation—the Native Lands Ordinance No. 16 of 1917, and Ordinance No. 1 of 1928 containing amendments thereto—no sale of native lands to non-natives is permitted, and no lease may be granted for a longer period than 99 years, nor for any one parcel of land in any one island of greater extent than five acres, without the approval of the High Commissioner.

Freehold sale of land between natives is of extreme rarity. An European wishing to lease land and to enjoy the produce of its trees would pay an annual rent in the neighbourhood of £2-£3 per acre, though this price varies considerably from island to island and should not be regarded as by any means a ruling estimate of value. Special rates obtain on Ocean Island, where the value of phosphate deposits must be taken into account.

The lands on Fanning, Washington and Christmas Islands are in the hands of companies and are not available for purchase or lease in sub-divided areas. The right to occupy lands in the islands of the Phoenix Group, with the exception of McKean and Enderbury Islands, is in the hands of Messrs. Burns, Philp (South Sea) Company, Limited, but the company are under an obligation not to assign the present licence or any interest therein without the prior consent of the Secretary of State.

A Native Lands Commission was originally constituted by Ordinance No. 8 of 1922 to hear and determine questions of ownership and to establish lands registers on each island. The activities of the Commission, which were necessarily restricted after 1926, when the Lands Commissioner was also the Resident Commissioner, finally lapsed, and work was not resumed until late in 1934.

During the year under review the Commission in the Ellice Islands sat and determined all lands cases at Vaitupu, and the majority of the cases at Niutao. No work was done by the Commission in the Gilbert Islands as there was no Lands Commissioner during the first six months of the year, and during the latter part of the year he was seconded on special work.

XIX.—NATIVE CO-OPERATIVE SOCIETIES.

Societies have been established in nearly all islands of the Gilbert and Ellice Groups and enjoyed considerable success during the period under review owing to a welcome rise in the price of copra, the sole marketable commodity in those islands.

Legislation to regulate their activities is at present under consideration and its enactment will greatly assist in encouraging the societies which are progressive in spirit but require a certain measure of guidance.

XX.—WEATHER REPORTS AND RAINFALL STATISTICS.

Meteorological instruments are installed at Ocean Island and supervised by an employee of the British Phosphate Commissioners, who specializes in this work and transmits daily weather reports to Suva. A meteorological station is also established at Funafuti and recordings are forwarded daily by wireless to Fiji, while monthly meteorological reports are transmitted to the Air Ministry in London and to the Harbour Master in Suva.

The following table shows the average rainfall, in inches, in six territorial districts of the Colony during 1937 and during the two preceding years:—

	1935.	*1936.*	*1937.*
Ocean Island	58·08	83·85	39·66
Northern Gilbert Islands (Little Makin, Butaritari, Marakei and Abaiang) ...	78·62	106·78	58·18
Central Gilbert Islands (Tarawa Maiana, Kuria, Aranuka and Abemana)	40·79	63·99	28·72
Southern Gilbert Islands (Nonouti, Tabiteuea, Beru, Nikunau, Onotoa, Tamana and Arorae)	40·21	62·07	35·93
Ellice Islands (Nanumea, Nanumanga, Niutao, Nui, Vaitupu, Nukufetau, Funafuti and Nukulaelae)	96·54	95·65	114·00
Fanning Island	50·44	72·14	82·94

The rainfall during the year was below the average and drought conditions were experienced in the Central and Southern Gilbert Islands and at Ocean Island.

XXI.—MISCELLANEOUS.

The Coronation of Their Majesties King George VI and Queen Elizabeth was celebrated throughout the Colony on the 12th May, which was proclaimed a public holiday. A loyal address of congratulations was tendered to His Majesty on behalf of the peoples of the Colony. At the Coronation in London, Mr. James Burns, Chairman of Directors of Messrs. Burns, Philp and Co., Ltd., represented the Colony as part of the Western Pacific High Commission Territories.

The High Commissioner for the Western Pacific, Sir Arthur Richards, K.C.M.G., accompanied by the Secretary to the Western Pacific High Commission, and the Central Medical Authority, made a tour of inspection of the Colony in H.M.S. *Leith* and R.C.S. *Nimanoa* during the months of July and August, 1937. Visits were made in turn to Ocean Island, and the islands of Tarawa, Abaiang, Butaritari, Tabiteuea, Beru, Nikunau and Arorae in the Gilbert Group, and the islands of Niutao, Nanumanga, Vaitupu and Funafuti in the Ellice Group.

The Resident Commissioner, Mr. J. C. Barley, paid a visit to Suva in H.M.S. *Leith* during the month of February, for discussions with the High Commissioner. Mr. A. S. Gaye, the United Kingdom Phosphate Commissioner, also took part in the discussions.

Three Cadet Officers, who were appointed for service in this Colony during 1936, arrived at Ocean Island in September, having first taken the annual Colonial Administrative Service course at Cambridge University.

The Auditor made a tour of inspection of the Colony in the Government vessel during the months of February and March.

The auxiliary schooner *Makoa*, owned and operated by Messrs. Burns, Philp (South Sea) Co., Ltd., struck an uncharted sunken coral patch on the 25th May at Hull Island and was wrecked. No lives were lost but the vessel became a total loss.

H.M.S. *Wellington* conveyed a party of New Zealand scientists from Suva to Canton Island in May in order to observe an eclipse of the sun. An American scientific party also visited the island on the U.S.S. *Avocet* for the same purpose.

During July a search was carried out in the Colony in connexion with the disappearance of the aviatrix Mrs. G. P. Putnam, on her flight from Lae to Howland Island. The U.S.S. *Swan* and U.S.S. *Itasca* visited several of the Gilbert Islands but no trace of the missing aircraft was found.

APPENDIX.

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Articles on the ethnology of the Gilbert and Ellice Islands frequently appear in the " Journal of the Polynesian Society ". Wellington, N.Z. The Polynesian Society. Quarterly, £1 per annum.

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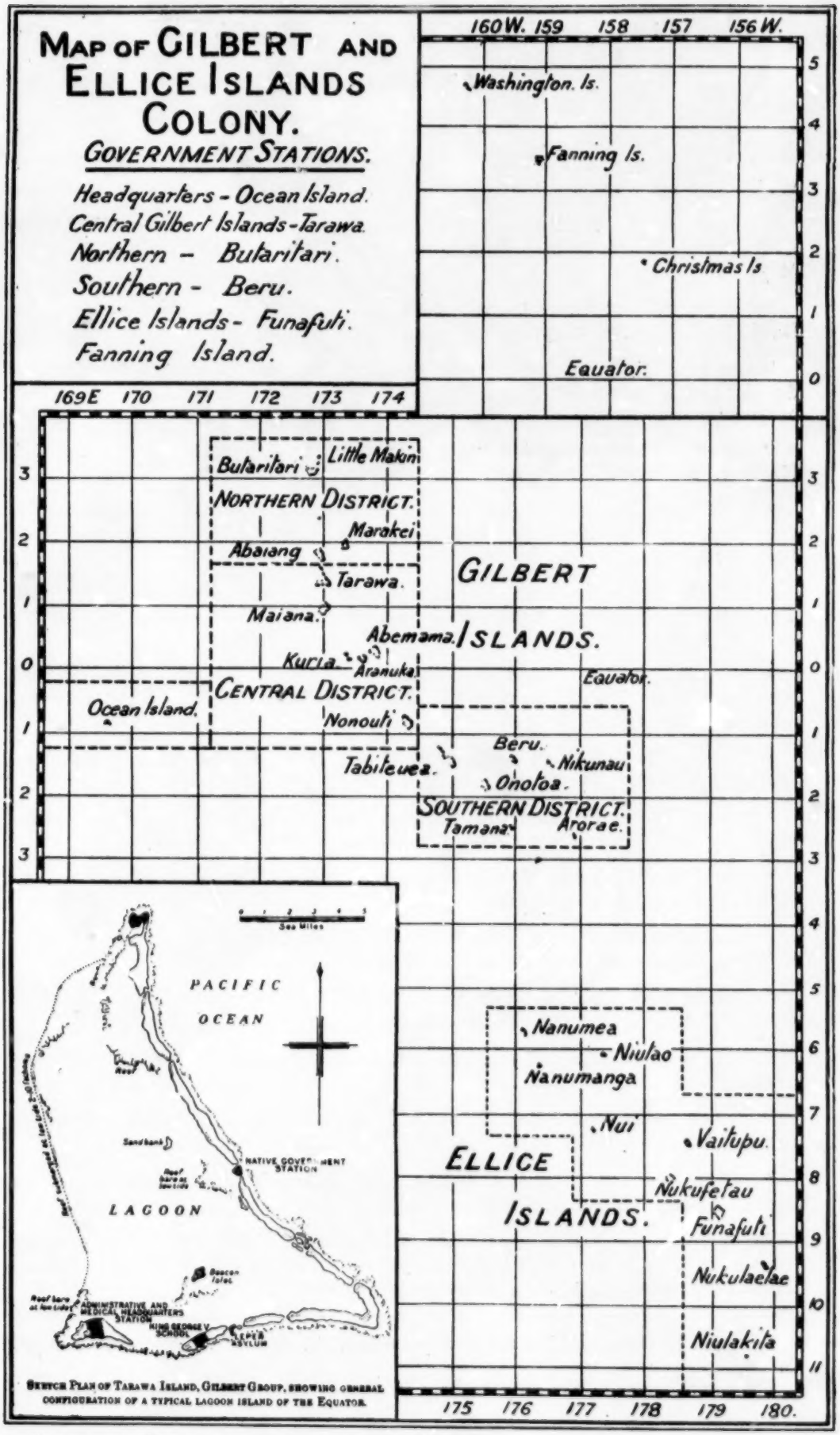
* Copies of these publications may be seen in the Library of the Colonial Office.

† Some of these books may be seen in the Library of the Colonial Office.



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